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Slow Learners Speed Up

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CETA Map, on page 7, is a new feature which will highlight unique, imaginative, and effective manpower programs being conducted under CETA. Our aim is to describe approaches that may give prime sponsors across the country fresh ideas for solving local manpower problems.

The frequency with which CETA Map will appear in MANPOWER magazine will depend on the number of notable programs which the editors learn about—so if you know of a program you want to let us know about, write to: MANPOWER magazine, Manpower Administration, U.S. Department of Labor, Room 10414, 601 D Street, N.W., Washington, D.C. 20213.

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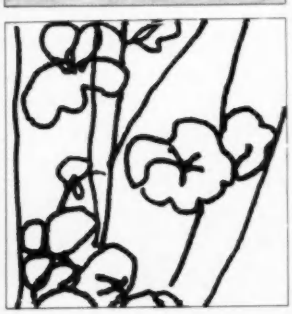

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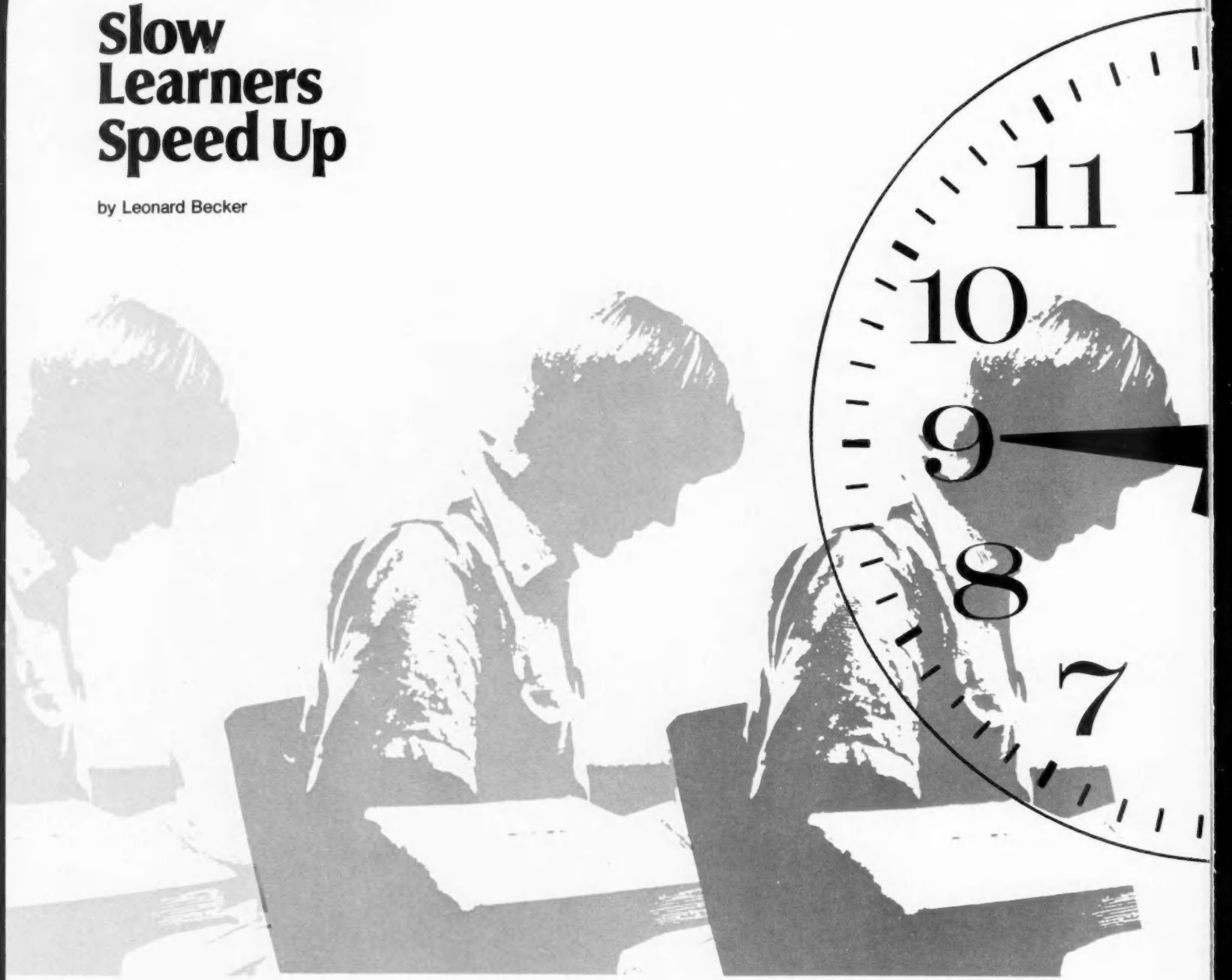
Slow Learners Speed Up

by Leonard Becker



In their jeans and sweaters and mod hairstyles, they look like any group of high school students in a between-classes rap session. But there is an undeniable undercurrent of tension in the cafeteria where they linger over cokes and pretzels.

"You're okay," one husky boy says quietly to a petite girl. "You can learn. I know you can."

The girl responds emphatically.

"I know I can too," she says.

Several of the other young people hearing this conversation nod in assent, as if trying to give the girl confidence she might not feel.

These young people are high school sophomores who for a variety of reasons don't seem able to learn in a classroom setting. They are slow learners. Unable to keep pace with their contemporaries, they have been put into segregated classes in the public school system. Their ages range from 16 to 18 years.

The future for such young people is usually bleak. College is out of the question and employment prospects are severely limited.

A new work/study program for such students, at the Brooklyn Bureau of Community Service, a voluntary, nonsectarian social service agency offering a variety of counseling services and programs for both needy children and adults, challenges the idea that these young people cannot achieve independence.

Sponsored jointly by the Brooklyn Bureau of Community Service, the New York City Board of Education, and the New York State Office of Vocational

Leonard Becker is director of public information, Brooklyn Bureau of Community Service.

Rehabilitation (OVR), the program enables entire classes of slow learners from Brooklyn high schools to spend a month in the Brooklyn Bureau's Department for the Handicapped. This agency provides physically and emotionally handicapped persons with a comprehensive program of work training, job placement, homemaker training, and recreation. The goal of the work/study program is to help the students learn to see themselves as potentially productive persons.

A class numbers between 15 and 20 students. The Brooklyn Bureau's staff for the project includes a coordinator and a project associate. The class teacher and a paraprofessional are provided by the Board of Education.

According to Edith Press, director of the Brooklyn Bureau's Department for the Handicapped, "The young people in the work/study program may learn slowly. They may need extra help, and more emotional support. But they can learn, and many can be trained to take their places as workers in business and industry when they leave school."

In order to do this, though, these students have a lot to overcome. Often, they have had difficulty learning in the traditional classroom setting and are thus ill-prepared to find and hold jobs when they are ready to leave school. They may have little idea of the types of jobs which are available to them and uncertainty about their abilities to compete in a job market which demands increasingly more education and training.

Program Coordinator Charles Houston says, "Much of their experience of being thought of as slow learners has resulted in a lack of self-confidence. Their past is often a succession of failures, a case where early diagnosis has become self-fulfilling; and many of them come from backgrounds where they have been overprotected by parents and relatives and have not been permitted to do things for themselves or to strive toward goals for which others their own age are striving."

Houston points out that the program's activities are an attempt to present a balanced exposure to the world of work. They constitute a series of experiences designed to be interesting and meaningful to students and to enable them to develop realistic pictures of themselves as persons who can and will perform well at jobs.

These experiences include: Performing clerical tasks such as using adding machines and typewriters, labeling, coding, filing, and working with simple industrial machinery; receiving training in stock and inventory methods and selling; and learning menu preparation, recordkeeping, and other duties of nutritional aides.

The students take trips to various businesses to get direct exposure to the conditions of competitive employment. They have visited May's Department Store, the New York Telephone Company, the Eastern School for Upholstery, the cafeteria of Brooklyn College,

Project associate Wilbur Jones (left), who works closely with each student, discusses the daily work schedule with Arthur Winakor, teacher at James Madison High School in Brooklyn.

Slow Learners

the Food Trades High School, and many other commercial, industrial, and business establishments.

Quite often the students are not aware, when walking into a large department store, for instance, of the number and variety of jobs which exist there. Taking them into actual settings has proved much more useful than class lectures about jobs. They are encouraged to think of job possibilities within their own communities.

An important part of the training program consists of the visits of business representatives to the Brooklyn Bureau to speak to the students about jobs that might be available to them. Speakers have come from the Brooklyn Union Gas Company, Methodist Hospital, Abraham & Straus, the New York Telephone Company, and the Pfizer Chemical Company.

Project Associate Wilbur Jones works closely with each work/study program student. He says the key to the program's success is that "We know about every student, we care about every student, and the students come to realize that we really want to help them."

Jones tells of many young people who made great strides in the month they spent at the Brooklyn Bureau, among them: The boy who had achieved very little in his high school class but discovered that he had a facility for mathematics; the girl who memorized in a day a coding system which the average person would find difficult to master in a week; and the young man who took apart and put back together a telephone, a task which requires concentration, manual dexterity, and intelligence, but which was done by the student in a matter of hours.

Many of the students have performed well on tasks which they initially thought were beyond their capabilities. Using an adding machine for payroll computation, an industrial sewing machine to produce an article of clothing, a pantograph machine to produce a nameplate, and an addressograph or graphotype machine are tasks which were often approached with some hesitation. However, a number of students who showed interests in and abilities for such tasks in the early stages of the 4-week period learned to perform them successfully. The fact that they usually had a finished product to show for their efforts made the experience more rewarding. These successes were reinforced by both the staff and other students, and had a positive effect on a student's approach to future tasks.

Behavior Changes

Jones says, "The students succeed, become enthusiastic, and get great pleasure in doing work and having responsibility. They may never before in their lives have felt so good about themselves, and they begin to want to do more and learn more. Those who are silent begin to speak up and make their views known, and the more boisterous students become calmer. Students learn that they don't have to compete for attention from us because we are constantly attentive and show we care."

In addition to providing work experience, the program offers counseling conducted by a Brooklyn Bureau social worker. This includes a general orientation to methods of obtaining jobs, filling out employment applications, job interview behavior, and appropriate job behavior. Role playing and audiovisual materials are used to consolidate learning. The U.S. Department of Labor's *Occupational Outlook Handbook* and *Job Scene* booklets and other descriptive written materials are used to explore job possibilities in many occupations which the program is unable to cover with onsite visits or work experiences in the agency's sheltered workshops.

An important part of the work/study program is Parents' Day, which usually takes place during the last week of training. Parents come to the Brooklyn Bureau of Community Service to observe their children and to speak with the program's staff and with OVR counselors. Parents are often surprised at the high level of functioning achieved by their children. According to Marcia Gewirtz, Board of Education coordinator of guidance and placement, "This experience is very helpful to the parents. They are able to feel much more a working part of their children's vocational and social development in school."

Gewirtz points out that when the parents meet in a group, they also have the opportunity to share the fears and frustrations they feel as parents of retarded youngsters. What they see on Parents' Day increases their hopefulness that their children can achieve some measure of independence as adults. The Board of Education believes that as a result of Parents' Day, it will have more support and more participation in school activities from these parents.

Here, Jones instructs a student in the use of the power sewing machine.

In performing tasks such as counting stock, students learn the importance of concentration and accuracy.

Many students learned to assemble a telephone, a task which they originally thought was beyond their capabilities.

Jones and Winakor accompany the students on one of their onsite visits, where they are briefed on jewelry fabrication.

Slow Learners

At the end of each 4-week class, project staff and representatives of OVR, the Board of Education, and the Brooklyn Bureau sit down together to discuss and evaluate the class experience with a view toward modification and improvement for succeeding classes. A written report and evaluation is completed for every student by the Brooklyn Bureau's staff and is reviewed by OVR and the Board of Education.

Gewirtz sees the work/study program as adding a dimension of experience for the student not possible in the school classroom—an exposure to work which gives the school opportunity to assess the full range of the individual's skills and potential and gives the students a chance to see themselves in jobs.

Gewirtz says, "The students' new optimism motivates them to learn in areas which they formerly considered unrelated to the world they live in: reading and arithmetic, for example. When they see these skills as tools which they must master in order to reach a goal which interests them, they approach them with considerably more enthusiasm than when they were thought of as abstract skills."

One of the key functions of the Board of Education teachers in the program is to build on the interests which have been stimulated during the 4 weeks, and to reinforce the relationship of these interests and general skills such as reading and arithmetic to vocational goals. Teachers previously unaware of the range of skills of students come to know their students better as they see them succeed in various tasks and are able to incorporate new insights into daily lesson planning.

One teacher whose class participated in the program says, "I saw a lot of growth in my students. I saw students who never talked in my school class talk here. I saw students who had little faith in themselves gain in self-confidence. I learned to modify my classroom activities according to what students experienced in the program."

The work/study program began in January 1974 and continued until the end of the school year. When it started again in the fall something had been added. Forty-eight boys and girls who had attended the previous year's sessions as sophomores came back in their junior year to act as paid program aides.

From School to Work

This experience at teaching and earning for children who have been labeled "slow" will reinforce their sense of self-respect and self-confidence and strengthen their motivation to remain in school to prepare themselves for productive employment.

The third member of the sponsoring team, OVR, an agency of the New York State Education Department, provides intake services, funding, consultation services to the Board of Education and the Brooklyn Bureau, and student followup. It coordinates cooperatively with the Board of Education all New York City services to the mentally retarded. When retarded students near the end of their schooling, it mobilizes a battery of services to help establish them in jobs.

Benjamin Greenblatt, OVR associate rehabilitation counselor, says, "Occupational goals begin to be established at ages 12 or 13 for most people, but the retarded have so little practical experience that it is difficult for them to see themselves vocationally in a realistic way. The program helps them to do this, and they come to feel more worthwhile as human beings."

Greenblatt says the program will aid OVR in its responsibilities to the students when they leave school after their senior year, because vocational training given early motivates students to remain in school by developing their understanding of the value of both vocational and academic learning to their future lives.

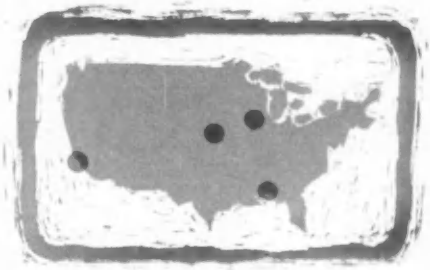
The lives of these students have been hard and are likely to remain so. They've known all of their lives what it means to be ridiculed by peers and even by adults. But their successes at the Brooklyn Bureau of Community Service have allowed them to express optimism and hope.

"Thanks for teaching me a lot of things that I didn't have before," one young man said.

"I am very proud of all of you because you gave me all what I wanted," a girl wrote. "We never had no one before who treat us like that and help us so much."

Finally, from another student: "I am writing this letter to express my gratitude to all of you people who try to help and give time to somebody who needs it. The first time I went there I didn't know much. But after the month was up, I knew as much as an average person in a regular class. If you people can do it for me, what you think about the kids in the future? Your staff have all my love. I hope you people keep on till you reach the top." □

CETA Map



Torrance, Calif.

Kathy Kohn, a manpower programs specialist for the city, reports that its Older Worker Program has placed 57 employees since the program began in April 1974.

The program, under title I of CETA, is open to low-income Torrance residents aged 55 and over. Kohn says the average age of program clients is about 70, and that two of the clients are over 80.

The program evaluates the skills and interests of each client, then places clients accordingly. If they need training, it is provided. They make $2 an hour.

The program's jobs are located within nonprofit agencies in the city. The fields represented include art, accounting, clerical work, maintenance, and photography.

The Torrance Older Workers Program has a double-barrelled thrust—it gives the prime sponsor and participating agencies the benefits of the clients' productivity, and it helps the clients stay in the mainstream of life.

Omaha, Nebr.

This past winter, the Comprehensive Manpower Program (CMP), a CETA prime sponsor, played a vital role in the Winterization Program, a pilot project to help low-income homeowners hard hit by energy shortages and high fuel costs.

Greater Omaha Community Action, Inc., has received funding for the project from the city's Community Services Administration. The project called for insulating the attics of 140 houses, but a survey of these houses revealed that they would require extensive repair and preparation before insulation could be installed. CMP arranged for four of its trainees and four unemployed union craftworkers hired under the Public Employment Program and through the cooperation of the AFL-CIO to perform these tasks. The craftworkers provided instruction to the trainees.

Work began in January. It included insulating, weatherproofing doors and windows, patching holes in roofs, and repairing damaged doors and defective locks. More than 125 houses have been worked on, and there have been referrals on many other houses. The work has resulted in thermostats being turned down 10 degrees or more and in submission of reports on needed repairs not part of the project.

Most houses had furnaces in need of repair, and the only heat some residents got was from their stoves. Often, housing defects were safety hazards. CMP turned over cases of houses requiring minor additional work to a home repair project of the city's Housing and Community Development Department, and referred residents eligible for but not receiving public assistance to the city's Welfare Department.

The enthusiasm of the workers in the Winterization Program is demonstrated by the fact that they paid for some small items, such as washers to repair badly leaking faucets and toilets, out of their own pockets.

Racine, Wis.

The Rookies, Kojak, Superfly, and Cannon are not only TV and movie characters, but also nicknames of members of a unique group of police helpers being utilized jointly by Racine and TRICO CETAC (Tri-County CETA Consortium) under titles II and VI of CETA. The group is part of the Community Service Officer Program, which is designed both to employ disadvantaged jobseekers and to allow regular police officers to devote more time to combating crime.

The Racine Police Department came up with the idea for the program, then—together with the city's Personnel Department—approached CETA for funding. There are currently 13 officers in the program, and their annual wages and fringe benefits amount to nearly $10,000 per officer.

These officers have 2 weeks of classroom training in ordnance enforcement and community relations techniques, and several weeks of on-the-job training. They receive uniforms, first aid kits, and radio-equipped jeeps.

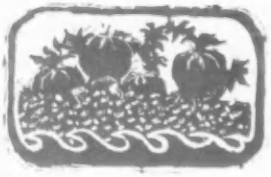
Their duties include crowd and traffic control; handling domestic, noise, and animal disturbances; and general citizen assistance. Also they help to detect crime and to deter potential criminals.

Regular police officers have welcomed the assistance of the Community Service Officers, and citizens have responded positively to the efforts of these police helpers. The number of parking tickets increased, which took some getting used to by the public, of course; but then public revenue from parking tickets increased too, which took no getting used to at all!

The Community Service Officer Program has been particularly helpful in establishing closer ties between the police and residents of Racine's economically disadvantaged inner core. Program participants under title II of CETA had to be hired from this area, and there was some initial resistance within the community to such hiring. However, the performance of these participants and their achievements in improving police-community relations in the area have demonstrated the employability of inner-city jobseekers.

And what of reaction to the program among Community Service Officers themselves? By and large, they feel that they have benefited from it, both in gaining a sense of responsibility and in preparing themselves for regular police work.

As participant Mike Hennes says, "I enjoy helping people and the whole community. And I want to see if the crime rate goes down because of our work."

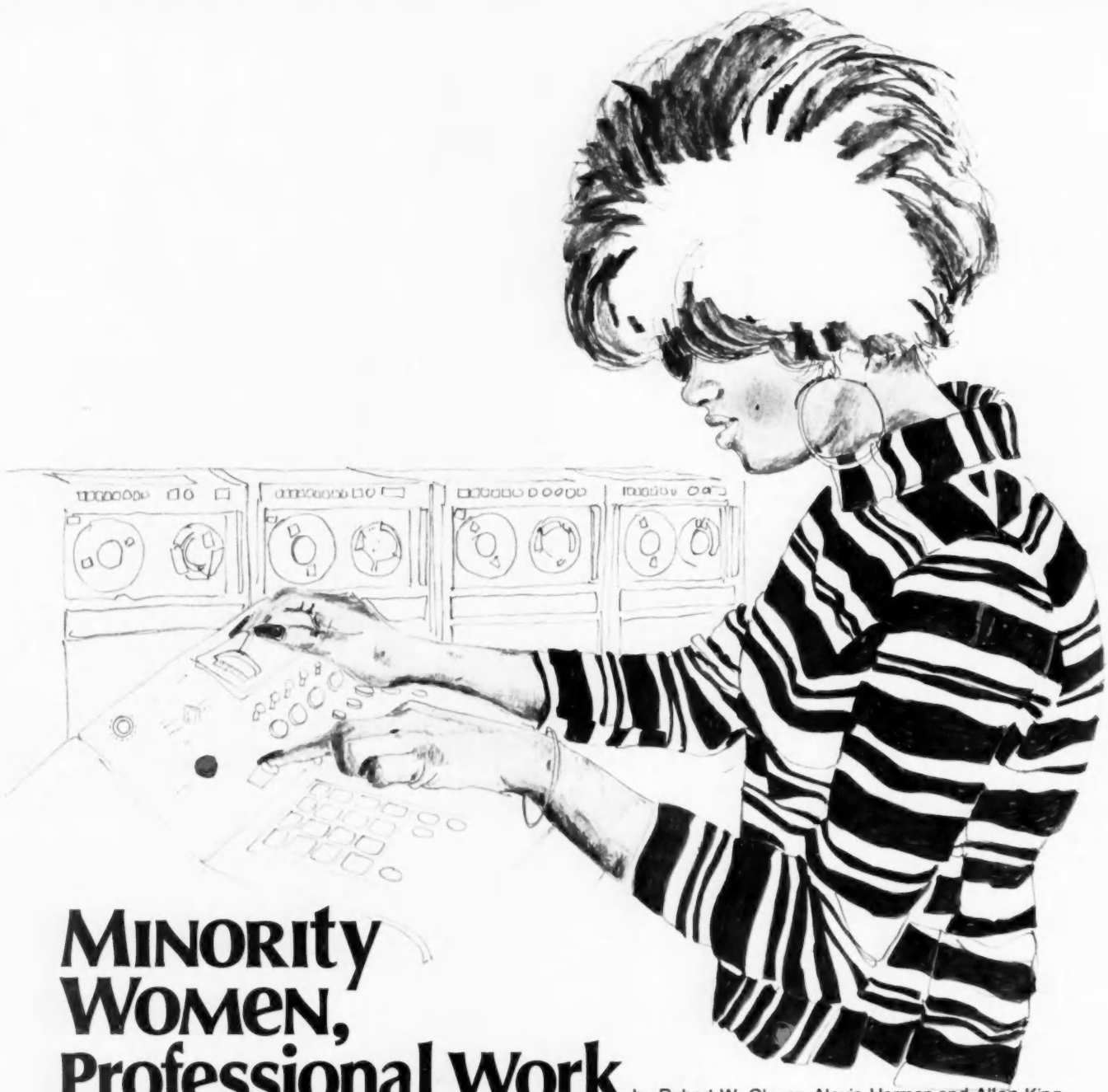


Tallahassee, Fla.

Hydroponic tomatoes and CETA? Unlikely as this combination sounds, it is a reality, one of two projects helping Florida's Manpower Council to extend its rural development efforts.

Hydroponic tomatoes are tomatoes grown in nutrient- and water-saturated gravel in greenhouses rather than in soil in the fields. This process produces fruit which has both excellent quality and high marketability; and the 30 participants in the council's project—located in Chipley—are trained in both production and marketing techniques.

The other project, on the Brighton Seminole Indian Reservation, focuses on local water systems and on fish crops which might feasibly and profitably be cultivated within these systems. The agenda for the project's nine trainees includes training in water analysis; breeding, hatching, raising, and harvesting of channel catfish; and trips to other area water systems to study differing methods of operation.



Minority Women, Professional Work

by Robert W. Glover, Alexis Herman,and Allan King

She was black, articulate, talented, and very unhappy in her job. She held a bachelor of science degree in math, but the only job she had been able to get in her home city of Atlanta was that of a keypuncher, a position requiring only a high school education. She was doing repetitious work she found dull and boring, had no prospects for moving up, and was earning only $6,000 a year. This was in 1974, a year when private industry was paying new college graduates who had majored in math starting salaries averaging about $10,000 nationwide.

Many other college-educated minority women have been in similar straits; they hold educational credentials that are supposed to open the doors to professional jobs, but they are unable to get decent white-collar jobs at the professional level. In recent years, part of the problem has been the tight labor market facing all new college graduates. A more crucial element, however, is that long standing traditions have severely limited the opportunities open to both women and minority group members, especially in the South.

Research done by the Center for the Study of Human Resources at the University of Texas at Austin has pointed up employment patterns of college-educated minority women in several Southern cities. The Center's data show that in 1969, such women were almost completely absent from white-color occupations beyond the clerical level.

In Atlanta, for example, virtually no black women held managerial, professional, or technical positions in service industries such as railroad and air trans-

Robert Glover is assistant director of the Center for the Study of Human Resources at the University of Texas at Austin. Alexis Herman is director of the Minority Women Employment Program. Allan King is assistant professor of economics at the University of Texas at Austin.

portation and insurance and banking. In Houston, only 1 percent of all employed black and Mexican American women held jobs as officials or managers, compared with 15 percent for white males. And in all the cities surveyed, the great majority of minority group women who did hold professional jobs worked in government agencies or nonprofit institutions such as hospitals and medical centers, not in private industry.

In response to these findings, the Manpower Administration funded a research and demonstration project designed to place underutilized college-educated minority group women in managerial, professional, and technical jobs for which they qualify. Now called the Minority Women's Employment Program (MWEP), the program began in Atlanta in April 1972. In its first 5 months of operation, 300 women applied for MWEP assistance and 30 were placed in jobs. In March 1973, a second program was set up in Houston.

The Recruitment and Training Program, Inc., (RTP) is now responsible for day-to-day operations at both centers. Research support is provided by the Center for the Study of Human Resources, which holds a subcontract with RTP.

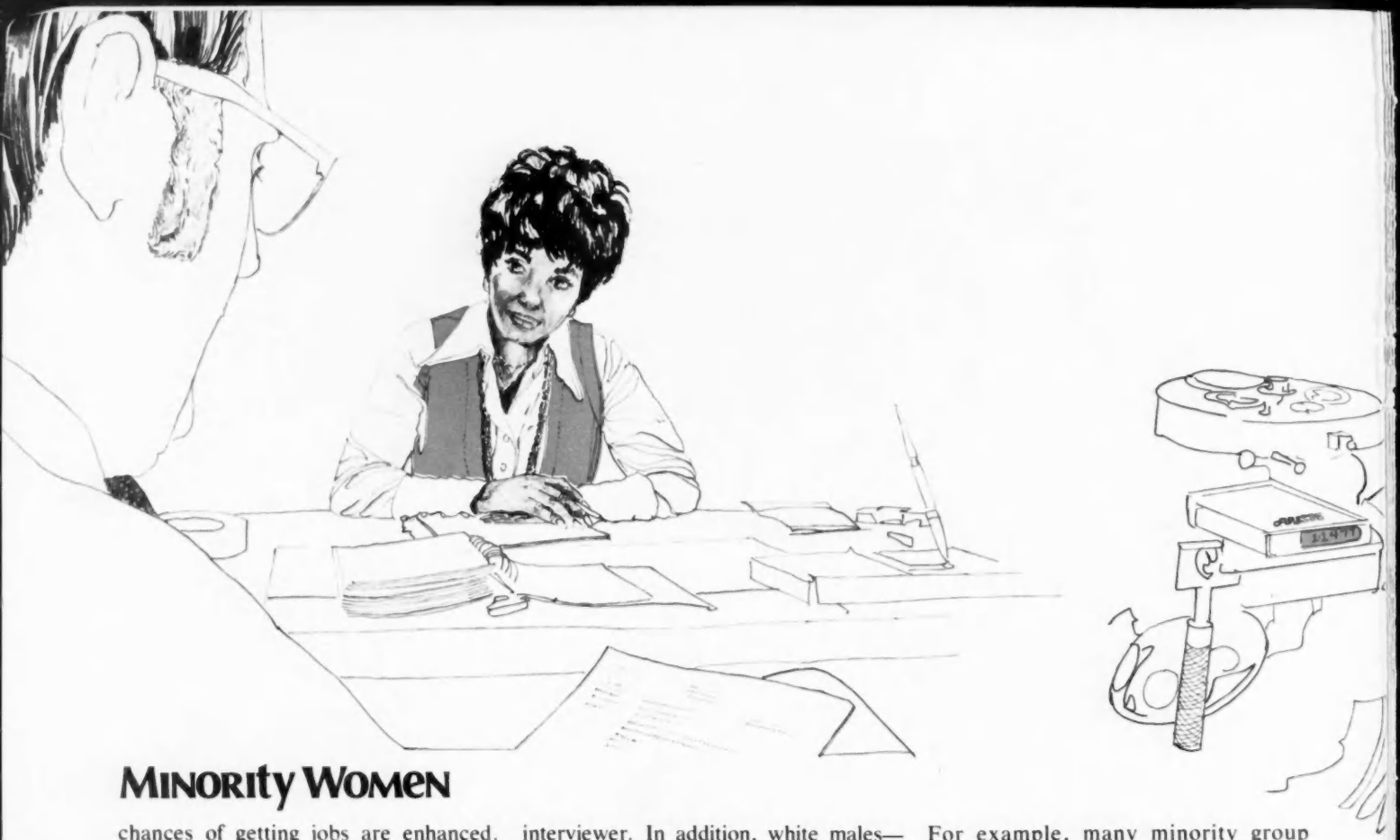
MWEP activities are based on the outreach technique, a strategy in which program staff members seek out persons in need of employment assistance and help them pass the screening procedures required for good-paying jobs. RTP—formerly an activity of the Workers Defense League—pioneered in using the outreach technique during the late 1960's as a means of helping minority youth move into apprenticeship programs. The MWEP is the first major attempt to apply outreach techniques to persons seeking white-collar jobs.

Link Between Women and Jobs

Five-person MWEP staffs have been set up in both Atlanta and Houston to act as bridges between college-educated minority women and employers seeking qualified applicants for managerial, technical, and professional positions. MWEP staff members seek out potential applicants from the minority community through radio and television announcements, contacts with community and church organizations, and meetings with placement personnel and sororities at local colleges with many minority group students. Staff members also canvass area employers to find out about specific professional-level job vacancies; pay scales, education and work experience requirements, and opportunities for advancement in these jobs; the types of aptitude tests, interviews, or other screening procedures which specific employers use in hiring applicants; and the personality traits—sales ability, patience to work with details, or an outgoing nature, for example—that specific employers seek. MWEP focuses its efforts on learning about job openings in private industry.

Researchers connected with the Center for the Study of Human Resources help by identifying the local industries and firms that are most likely to provide appropriate job opportunities. They also gather data about hiring patterns and job requirements in specific firms. MWEP staff members use this information to help "sell" companies on the notion of registering their job vacancies with MWEP.

MWEP services are offered free to both employers and job applicants. Applicants who come to an MWEP office are interviewed about their educational backgrounds, work experience, and job goals. They then get individual counseling covering jobhunting procedures, techniques for taking tests, and ways of presenting themselves and their qualifications to employers so that their



MINORITY WOMEN

chances of getting jobs are enhanced. For example, staff members help applicants prepare résumés that effectively point up their abilities and strong points. Often, an applicant will be assisted in preparing several résumés geared to the requirements of different employers or jobs.

Applicants are encouraged to scrutinize their educational and work experiences for indications of overlooked aptitudes and skills which may help them qualify for desirable jobs. For example, they are asked about their college minors and their leisure activities for clues about possible job qualifications and skills.

Counseling for Interviews

Because a great many companies rely heavily on impressions they gain during job interviews, MWEP offers intensive counseling designed to help applicants do well in face-to-face meetings with employers. The emphasis is on helping the applicant to feel self-confident and at ease in interview situations and to develop effective answers to questions that employers are likely to ask. Applicants take part in mock interviews, with one applicant playing the role of the jobseeker and another the role of the interviewer. In addition, white males—the people most likely to conduct real interviews—also conduct mock interviews with applicants.

After applicants go on actual job interviews, the staff follows up by asking both applicants and employers to describe their impressions and reactions. Employers who do not hire applicants are asked why. This information helps staff members learn more precisely what types of interviews specific employers conduct and better assess employer needs for new referrals. Applicants also find it helpful to review their experiences to learn how they might be more effective in subsequent interviews.

Job applicants also receive counseling designed to help them come to grips with racism and sexism. They learn, for example, that many employers tend to reject applicants from local colleges having high minority group enrollments. In such situations, applicants must be prepared to overcome such attitudes by showing impressive job qualifications and the personal traits which the employer demands.

MWEP staff members also help applicants examine feelings and behavior which minority group women may develop in response to racism and sexism. For example, many minority group women lack self-confidence, are unable to assess their abilities adequately, and have difficulty asserting themselves. Others may develop attitudes which employers could perceive as being negative. MWEP counselors attempt to help applicants realize the origins of such attitudes.

From the program's beginning through the spring of 1974, MWEP has made some 200 job placements in Atlanta and about 90 in Houston. Before getting their new jobs, about half of all the women placed by MWEP had been severely underemployed.

Employers Are Varied

Placements have been made in a wide variety of industries and occupations. Employers who have hired MWEP applicants include television stations, chemical laboratories, insurance companies, a brewery, airlines, a variety of manufacturing companies, department and chain stores, a telephone company, law offices, computer equipment firms, oil companies, and a bank. In addition, placements have been made in government agencies, schools, and social service agencies.

Nearly all the placements have been made at the professional level. (MWEP

accepts nonprofessional job listings which can be filled with a minimal amount of staff time and will also give whatever help it can to applicants without college degrees, but it does not seek out this activity.) Many women have been placed in management trainee positions, and a number have gotten jobs never before held by minority women. A sampling of job placements follows:

- The keypuncher mentioned at the beginning of this article became a systems engineering trainee with a computer firm. Her new salary was $10,200 a year.

- A woman with a B.A. in psychology left a bank teller's job paying $4,500 a year to work as a company's field representative at a salary of $9,800.

- An Atlantan with a B.S. in business administration moved from a supervisory job in a grocery store to a management trainee position with an insurance company and upped her income from $6,240 to $9,300 a year.

- A Houston woman who had been working as a research technician for a medical school was placed in a similar job in a private chemical firm. Her salary increased by more than $2,000 a year.

Not all placements have provided applicants with higher incomes. In cases where salary levels remained the same or declined slightly, however, the new jobs offered applicants new opportunities for advancement or personal satisfaction.

Blacks, Others Placed

All the women placed to date through the Atlanta project have been black, but the Houston operation has assisted Mexican American, Indian, and Oriental women as well. For example, Yolanda Navarro, who had worked and gone to school at night for 8 years in order to earn a B.B.A. in finance, had only clerical experience at the time she registered with MWEP's Houston office. She was making good money—$6,980 a year—but she had held the same clerical job for 4 years and saw no hopes of moving up to a job that would use her college education. MWEP referred Navarro to Southwestern Bell, where she was hired as a management trainee at a salary of $10,140.

The results of the MWEP projects have verified some of the lessons about the outreach strategy that RTP, Inc., learned while developing apprenticeship outreach programs for minority youth. For example, experience indicates that outreach efforts with a very narrow scope—those that reach out to a specific and well-defined population and that attempt to place clients in specific jobs—have the best chances of succeeding. When the program's goals are limited in this way, staff members can concentrate their efforts on a relatively small number of tasks and can gain intensive knowledge about their area of concern. When efforts are made to serve many different client groups or to place persons in all types of jobs, staff members must absorb a great deal of information about many different areas and must scatter their energies and resources. This is one reason that MWEP does not encourage job listings for clerical positions and applications from women seeking jobs outside the professional level. MWEP also avoids clerical placements because it seeks to develop a reputation among employers as a source of minority women able and available to move into professional and managerial jobs.

In operating MWEP, RTP has found that sound local labor market information—the kinds of data about local firms and industries which are provided by the Center for the Study of Human Resources—is an invaluable asset. By

Minority Women

knowing which industries and occupations are likely to offer the most job openings, staff members can focus their energies on developing working relationships with employers in these fields. Demonstrating a knowledge of local labor market in conversations with employers also helps convince employers that the program is competent and professionally run.

Skeptical First Reactions

Establishing credibility among both employers and the minority community was one of MWEP's initial challenges. First reactions from minority group members in both Atlanta and Houston were largely skeptical. Many minority group males criticized the program, claiming that manpower resources should be channeled into attempts to help less educated or male minority group members.

Some women were initially skeptical, too, and feared that the program was some form of exploitation. Program publicity made it very clear that MWEP assistance was free, however. As more and more placements have been made, successful clients have become one of MWEP's greatest assets. They often tell friends and relatives about the program; in fact, the majority of recent program applicants have heard of MWEP through word-of-mouth advertising. Successful clients have also become an important source of information about job opportunities that they hear about through their work contacts. This is helping to build an important information grapevine that supplements staff members' efforts to persuade employers to list job openings with MWEP.

Women placed by MWEP also act as a kind of alumnae group that offers mutual support. Successful program participants have begun to meet regularly to help each other cope with the problems they encounter on their jobs.

Employers have also accepted MWEP, partly because they are under pressure to improve their equal employment opportunity records and are thus on the lookout for well-qualified female and minority-group job applicants. Since MWEP essentially acts as a free screening agency, and since it has become recognized as a source of qualified and reliable personnel, employers have learned to trust the program and are pleased to accept its assistance. MWEP staff members have also tried to develop positive employer reactions by developing good working relationships. They generally accept the validity of the employer's standards and seek to recruit applicants with the necessary qualifications.

Five New Projects

RTP, Inc., will be seeking to apply what it has learned in Atlanta and Houston to MWEP programs in five other cities. Under a recent Manpower Administration grant, new projects are now starting in Dallas, New Orleans, Cincinnati-Dayton, Tulsa-Oklahoma City, and Denver. Should these programs be successful, MWEP staff members in all five areas will no doubt be getting letters like the one below, which was written to the director and staff of the Atlanta project:

"At this time I can think of nothing more appropriate to say than 'thank you.' I'm sure you know only too well the adversity that a black woman encounters in her struggle for equality and independence. The development of the [Minority] Women's Employment Program not only says you understand, but is proof of your determination to ameliorate present conditions. . . . If at any time you can use the services of an inexperienced person who is willing to get involved, don't hesitate to give me a call." □

News & Notes

On April 1, 1975, the U.S. Department of Labor boosted the salary requirements that exempt managerial and professional employees from Federal pay provisions. Executive and administrative employees now have to earn $155 a week in order to be exempt from pay provisions of the Fair Labor Standards Act. The former salary requirement was $125. Professional employees will have to earn salaries of at least $170 a week—up from $140—in order to be exempt. Employees at these salary levels are not exempt, however, unless evaluations of their jobs indicate managerial and professional duties and responsibilities. The new rates reflect recent cost of living increases and will remain in effect until a Labor Department study to be conducted during 1975 determines whether further revision is necessary.

* * *

Job placements of Vietnam-era and handicapped veterans by Federal-State employment service offices rose in the last half of 1974 despite an overall drop in employer job orders. The increase for Vietnam-era veterans was nearly 3 percent; 225,000 were placed in jobs during the last 6 months of 1974 compared with 219,000 for the same period a year earlier. Placements of handicapped veterans showed an increase of nearly 5 percent, with 44,000 obtaining jobs compared with 42,000 in the last 6 months of 1973. These increases occurred even though overall job placements dropped 5 percent during this period.

* * *

Massachusetts has set up a new statewide service for handicapped workers and employers who wish to hire the handicapped. Staff members from the Governor's Commission of Employment of the Handicapped answer a toll free phone from 9 a.m. to 5 p.m. to give handicapped persons information and refer them to social, rehabilitation, and placement services in their home communities. The staff members also accept job orders for qualified handicapped personnel and provide employers necessary information about hiring the handicapped.

A second Spanish-language edition of the General Aptitude Test Battery (GATB) has been devised by the United States Employment Service. Called the Bateria de Examenes de Aptitud General (BEAG), it is now being evaluated in 31 State agencies that have Spanish-speaking test administrators. The original Spanish edition of the GATB has been in use for nearly 20 years, but some of the expressions in its instructions were designed for Puerto Ricans and are not clearly understandable to the predominantly Mexican American applicants in the Southwest and Cubans in several metropolitan areas. The objective in the trial use of the BEAG is to make sure the language in the test direction is suitable for all groups.

* * *

The Manpower Administration's National Occupational Information Service has awarded eight States grants to help them develop occupational information systems designed to help students make career choices. Grants averaging $300,000 each will go to Alabama, Colorado, Massachusetts, Michigan, Minnesota, Ohio, Washington, and Wisconsin to support State efforts to compile, analyze, and disseminate current occupational information. The systems will emphasize information about occupations important to State and local labor markets and will describe job duties; legal, educational, and training requirements for entry; current employment; job outlook; and earnings and fringe benefits. Attempts will be made to relate students' personal interests, aptitudes, and abilities to occupations. The information systems developed through the grant program will be evaluated, and the results of their operations will be used to form a technical assistance base for other States and large localities interested in developing similar systems.

* * *

The Federal Editors Association has honored MANPOWER magazine with a Blue Pencil Award for excellence. In a competition open to all Federal publications issued in 1974, MANPOWER won first prize among periodicals using two or more colors. Judge's comments praised the magazine's writing, layouts, and photography. Ellis Rottman was editor of MANPOWER during 1974.

Cleaning Up the RITZ

by Timothy Larkin

Buildings once proud but now sagging and heavy with age, foul-smelling halls, crumbling stairs, bare light bulbs, a flourish of vermin, the rustle of tiny clawed feet, tenants beleaguered or hopeless or alienated or violent, brave and new and very expensive programs that somehow lose their way on mean streets. This is a familiar list, the depreciated inventory of so much housing in the Nation's central cities.

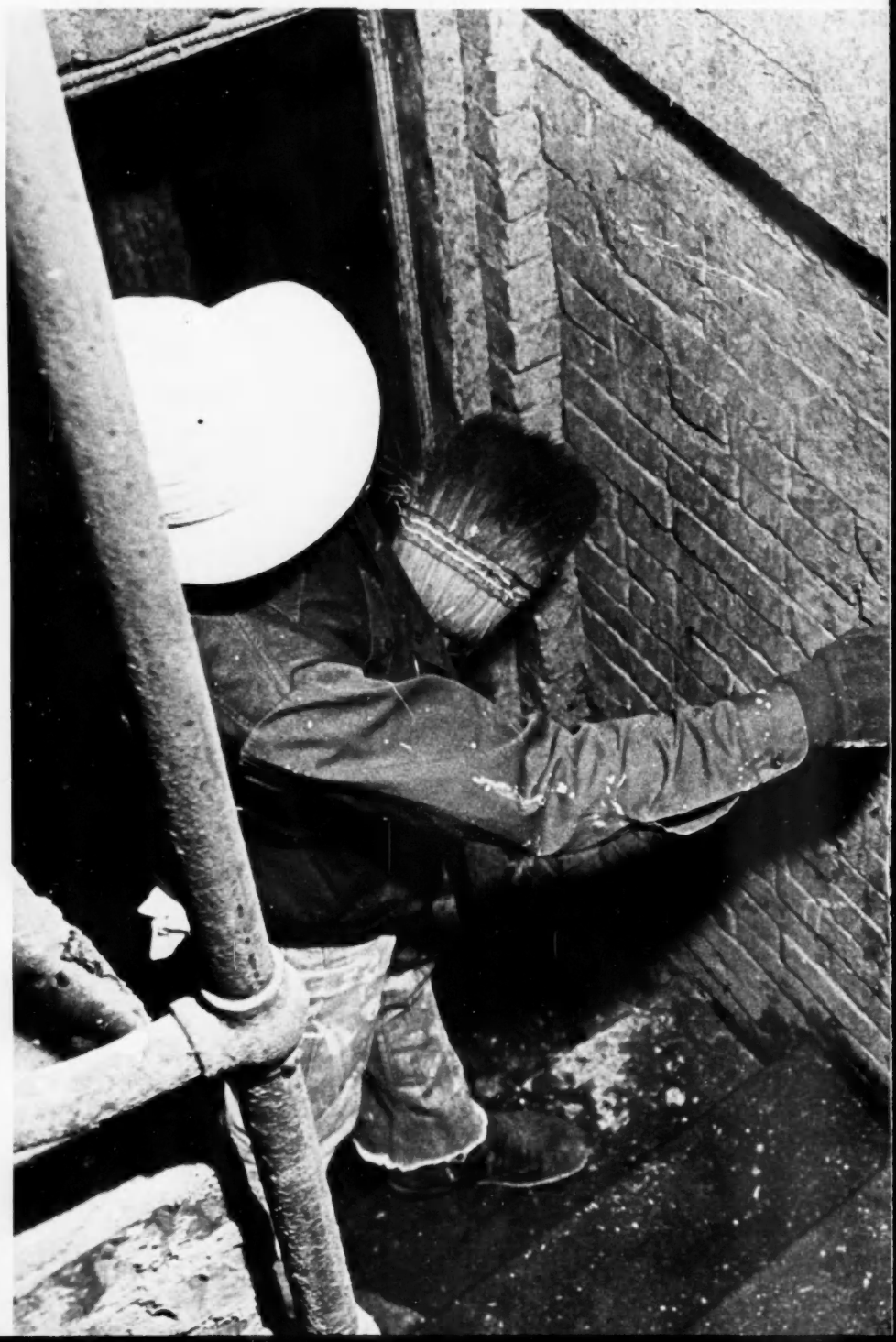
The District of Columbia's Adams-Morgan area is one of the many points where these forces of decay come into sharp focus, and that neighborhood's Ritz apartments—its name echoing the luxury of earlier times; its 429 building code violations reflecting the squalor of today—might well serve as a symbol of what is vaguely called the "housing problem."

On the other hand, the Ritz apartments may also serve as a guidepost to one way in which that problem can be, at the very least, made less serious.

In 1973, a small group of Washington residents, members of the congregation of Washington's Church of the Saviour, borrowed the money to purchase the total of 90 units in the Ritz and the nearby Mozart apartments.

The new management organized itself into the nonprofit Jubilee Housing Corporation, a name carefully chosen for its Biblical connotation of brotherhood, optimism, and sharing. The directors of Jubilee knew that others with equally high principles had ventured into the depressing

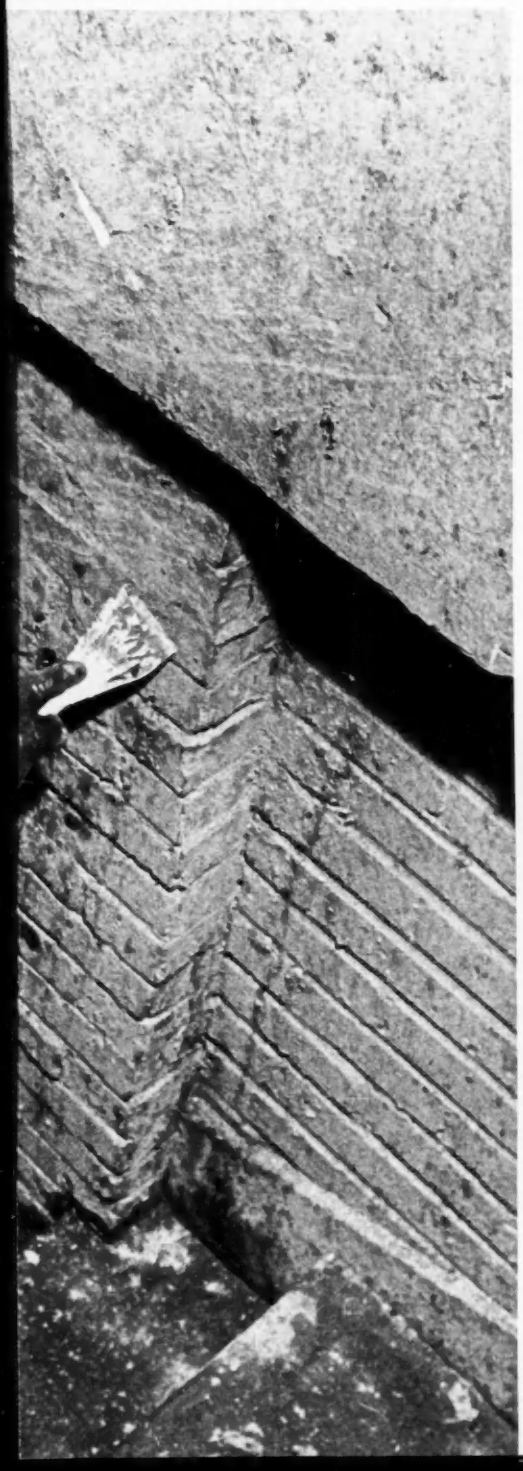
Timothy Larkin is special assistant to the commissioner, Food and Drug Administration.



Project Build participant Jose Dixon points up the brickwork on the aging Cresthill apartments by applying new mortar.

Labor Dept. photos
by Harrison Allen

The Jubilee Housing Corporation, a nonprofit, church-affiliated organization that renews inner-city housing, borrowed enough money to buy the decaying Cresthill apartments but could not afford to hire skilled workers to renovate the building. Project Build, funded through CETA, provided the needed help.



halls of other Ritzes and Mozarts and then retreated back into the comfort of editorials and rhetoric, but they were optimistic. Encouraged by previous work with ghetto children, with prisoners, and with adult illiterates, Jubilee's directors were determined that their own commitment would be translated into solid achievement.

The tenants were not so sure. They looked on with gradually diminishing skepticism while members of a number of local church congregations, supplemented by troops of vacationing students from places as far away as New Orleans and Kansas, provided some 30,000 hours of volunteer work.

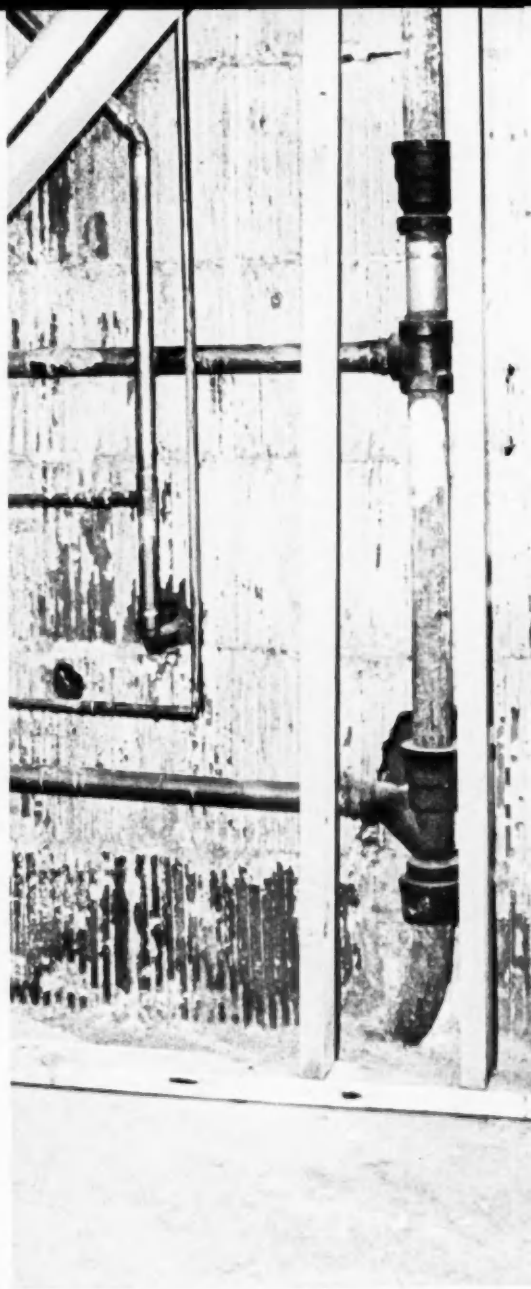
The volunteers began by removing several tons of trash, the evidence of almost a half-century of accelerating neglect, then moved to cleaning up the occupied units, and finally proceeded to a complete overhaul of every apartment. Where skilled labor was called for—electricians, plumbers, roofers—Jubilee contracted with minority-owned companies. Unlike the standard procedure, which is equivalent to tipping a building over so that the tenants slide out and thus free apartments for repair, Jubilee worked on vacant units, which were offered to tenants when the refurbishing was completed. Hence, no one was involuntarily dislocated.

Jubilee program directors firmly believe that absentee landlords, whether benign or rapacious, contribute greatly to the dissatisfactions of tenants in the urban core. The absentee element, with its lack of accountability and human contact, is itself demoralizing, and Jubilee addressed itself to this need in a number of highly practical ways.

A management representative from Jubilee Housing is present at the apartments every day and has asked one family on each floor to serve as a kind of human lightning rod, attracting the first flash of conflict and, hopefully, finding ways of translating conflict into a sense of shared problems and a feeling of community.

Program directors have also worked with the tenants to set up what the Rev. Tom Nees, Jubilee trustee and pastor of the First Church of the Nazarene (which was involved in the project from the beginning), calls "mini-institutions." These are tenant-designed and operated programs that respond to needs perceived by the tenants. For example, there are

Once a dilapidated structure with a record of 429 building code violations, the Ritz now offers clean, pleasant, and inexpensive housing.



Carpenter Sherwood Harris builds a new basement wall.

THE RITZ

vocational education programs for adults, classes for children, a health clinic, a bakery operated by young people, a financial counseling service, a food cooperative, even a restored school bus to take the children on trips.

Too often beauty is in the eye of the outside observer, not the involved participant, but comments from tenants show that this is not the situation with Jubilee. According to Loretta Arosarena, who has acquired secretarial skills from one of Jubilee's mini-institutions, "You can't imagine what it was like here before they came. Tenants didn't know each other, crime was high, and when everything was going wrong, there was nobody to turn to for help.

"Today," she says, "the tenants are friends, our problems are the problems of the Jubilee community, and this has become a great place to live."

And the price of living in that place has not gone up. Use of volunteer efforts and other cost-cutting measures allowed Jubilee to rent refurbished units at preexisting rates.

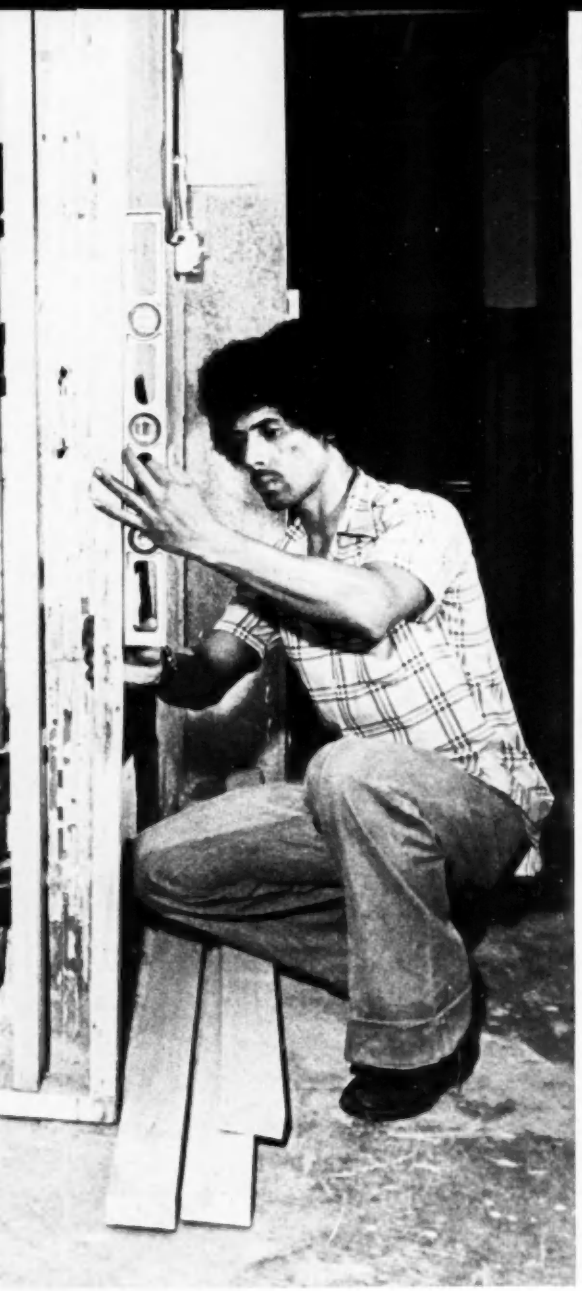
Encouraged by the success of the Ritz-Mozart experiment, Jubilee borrowed more money to purchase another building, the Cresthill apartments, located in Washington's 14th Street corridor. Despite many promises, this street is still severely scarred from the aftermath of the assassination of the Rev. Martin Luther King, Jr.

While there was enough funding to purchase the run-down building, and still enough enthusiasm to provide the necessary volunteer effort, even the most violent shaking of the small money tree available to the church congregations and the trustees could not produce the funds required to pay for the necessary skilled labor.

Jubilee, however, did not grow in a climate of pessimism. It felt certain that it could find an answer somewhere. That answer turned out to be Project Build, a program funded by the Comprehensive Employment and Training Act (CETA) and operated by the District of Columbia Manpower Administration.

Project Build, initiated in 1968 as a nationally funded program, was designed to prepare disadvantaged young people for building trades apprenticeships through supervised work experience. It now operates on the basis of CETA title II and title VI funds and also

Jubilee Housing renovations include both cosmetic and structural improvements. Here, Earl Hall prepares to replaster a wall.



Rudolph Thornton plies the carpentry skills he learned through Project Build.

As crew chief for Project Build electricians working at the Cresthill apartments, Charles Mobley earns $4.75 an hour. Nonsupervisory workers get $3.75.

provides public service jobs for unemployed building craft-workers. Rev. Nees contacted Project Build, which was able to provide 35 skilled workers and trainees encompassing every basic building craft to supplement volunteer rehabilitation efforts at Cresthill.

Project Build participants began by removing 30 tons of garbage from the building. They have also painted the halls and lobby, and are now renovating individual apartments. Skilled workers are also slated to put a new roof on the building.

Through its restoration efforts, Project Build is helping not only the tenants at Cresthill apartments but the resident manager as well. An unemployed construction worker who was working as a resident manager because he had been unable to get a construction job, he has been hired by Project Build with public employment program funds.

"Without these skilled workers," Nees says, "there was simply no way by which we could have continued to restore the building and still maintain rents at a level that the tenants could afford.

"I've heard charges that public service employment involves just a lot of paper-shuffling. But this is a far cry from paper shuffling. This is the most basic kind of needed work. Now, if only we had an equivalent to CETA to provide voluntary efforts such as Jubilee with building materials, you'd see something fine taking place all over this city and others as well."

Project Build has also become involved with other nonproft ventures to rebuild Washington's central city, including a housing project being sponsored by the Roman Catholic Church, and projects undertaken by the Young Men's Christian Association and the National Capital Housing Authority.

According to Roland Williams, director of Project Build, "Not only are the apprentices gaining invaluable on-the-job training and experience, they also are gaining something very special—a feeling of participating in restoring and rebuilding their city." □

Volunteers helped the Jubilee Housing Corporation renovate both the Mozart apartments, shown here, and the Ritz.

Jobs for Ex-Addicts

by Sharon Arkin

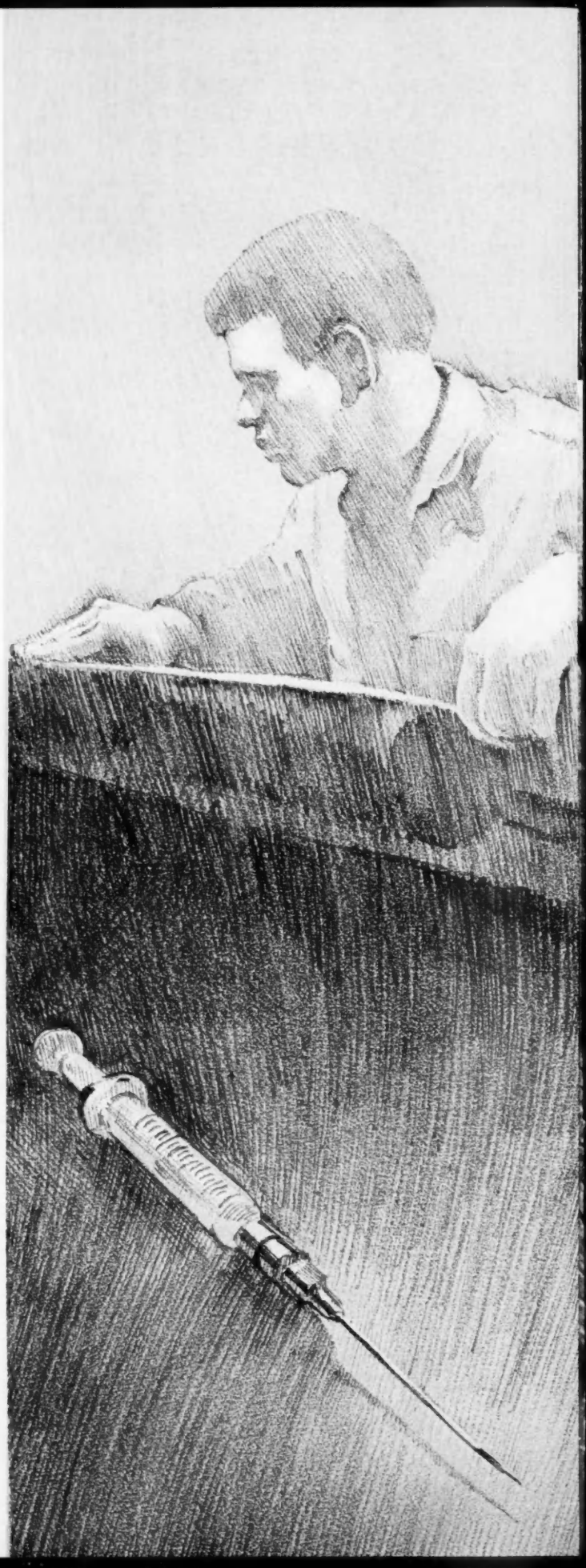
Do ex-addicts have to lie about their drug records in order to get jobs? "Yes" is the answer offered by some placement counselors and the many applicants who have been refused jobs after employers learned that they were ex-addicts. But staff members at seven job development projects for ex-addicts have a different answer. Their experiences have demonstrated that a policy of honesty and frankness with employers pays off in quality placements for selected clients and some positive changes in employer and community attitudes and practices.

The projects are MARDA (Manpower Assistance for Rehabilitated Drug Abusers) in Baltimore and Des Moines; JOBS for Ex-Addicts in Philadelphia, Chicago, Detroit, and Boston; and PACT (Provide Addict Care Today) in New York City. They each have small but professional staffs and offer employment assistance to ex-addicts. Staff members encourage employers to open up jobs for these clients, screen ex-addicts who register with the projects, and refer individuals to specific vacancies. In this way, the projects act as a buffer between drug treatment programs lacking placement expertise and manpower program staff members and employers fearful of or reluctant to deal directly with ex-addicts.

Although they varied as to the size, location, employment, and drug treatment picture of host cities, they all averaged about 50 placements per year, which amounts to roughly half of the clients accepted for service. Except for Des Moines 80 to 90 percent of the clients are members of minority groups. At the end of a year of operation, most projects reported that about 62 percent of the persons placed (including recent hires) were still employed at their original jobs. The 38 percent terminated includes persons who lost their jobs during general industry layoffs, as well as those terminated for cause.

The Manpower Administration of the U.S. Department of Labor, which funded MARDA, and the National Institute on Drug Abuse (NIDA), which funded JOBS, knew something about the employability of rehabilitated drug

Sharon Arkin is a job developer for the District of Columbia Government.



addicts from successful experiences in Washington, D.C., and New York City with ex-addicts in public employment (Emergency Employment Act) and supported work programs. The problem, as they saw it, was convincing skeptical employers to consider and hire job-ready ex-addicts without discrimination.

They also knew, from well-documented evidence, that most drug treatment programs and manpower agencies were either not equipped or not willing to perform this specialized function. They decided to experiment with a variety of sponsors.

NIDA selected the Opportunities Industrialization Center (OIC) to operate projects in Detroit and Boston and awarded grants to special units of the mayor's office in Chicago and Philadelphia. The Department of Labor gave its job development experiment to a private contractor, Sam Harris Associates of Washington, D.C., which ran the MARDA projects in Baltimore and Des Moines. PACT was established and initially funded by private business and labor organizations.

The rationale behind the job development approach of these pilot projects was that existing jobs, training programs, and vocational rehabilitation services for ex-addicts were suitable, but that professional intervention, advocacy, and public relations efforts were necessary to gain ex-addict access to these resources.

The projects performed an important service for manpower agencies in their areas. For years, Employment Service (ES) offices and Manpower Development and Training Act (MDTA) programs had, as a matter of policy, been rejecting known drug addicts applying for job referral or placement in training. Suddenly, with the proliferation of drug treatment programs in the early 1970's, ES and MDTA were confronted with scores of drug program clients seeking access to manpower services. ES and MDTA staff members—and later, staff members involved with the Comprehensive Employment and Training Act (CETA)—found themselves with the task of determining which ex-addicts were really "ex"—a formidable task even for experienced drug treatment and vocational rehabilitation workers. ES staff were further discouraged from selective placement efforts on behalf of ex-addicts by strict Labor Department regulations, based on the confidentiality provisions of the 1972 Drug Abuse Office and Treatment Act, prohibiting them from disclosing an ex-addict's drug treatment status to prospective employers. Thus, ES placement counselors could not "sell" an ex-addict by acknowledging criminal conviction but citing to employers a record of rehabilitation in a drug treatment program.

This prohibition restricted ex-addict jobseekers with police records or suspicious gaps in their work history to low-level jobs at establishments that did little or no background checking of applicants. It also subjected ex-addict employees to the constant fear and pressure of being "found out" and fired. Finally, it tended to reinforce negative attitudes about drug addicts. The only time ex-addicts came to an employer's attention was when one of them "messed up" or was discovered and fired for having lied at the time of application. The good steady workers among the ex-addicts escaped attention. (A survey of 1,000 methadone maintenance patients in New York City indicated that 51 percent of stabilized patients—those who had been in treatment 6 months or longer—were employed. Similar figures have been reported for Washington, D.C., and Baltimore.)

Is Honesty a Better Policy?

By contrast, the job development projects—operating under the more flexible, rehabilitation-oriented confidentiality regulations developed later by the Special Action Office for Drug Abuse Prevention—were designed specifically to test an "open and above board" policy with employers. This policy, it was hoped, would encourage employers to hire ex-addicts and to help them stay on the job. The projects gave ES and CETA staff a resource to turn to when confronted by ex-addicts seeking services. Project staff, because of their close links with treatment programs, could check out the clients' treatment status reports and, if these were satisfactory, recommend the clients for ES or CETA services. Most job development project staffers feel that their ultimate goal is to gain acceptance for ex-addicts in employment and manpower programs without a need for specialized intervention.

The job development projects had no funds of their own for job training, salary subsidies, stipends, and extended evaluation or testing, but were required to secure these services for their clients through linkages with other agencies. The emphasis was to be on job placement, which, as it turned out, was what most of the clients wanted. Project members were to seek only jobs with good starting wages and advancement possibilities for clients. The average starting wage for project placements was about $3.50 per hour, with auto industry jobs in Detroit and jobs in New York City paying the most. Most jobs were entry-level jobs in manufacturing, which pay high wages and require little prior education or experience.

George Young (left), MARDA Employer Relations manager in Des Moines, and Paul Nolan of United Parcel Service discuss operations which will be performed by MARDA clients.

Al Fincher, MARDA job developer, uses the Maryland Employment Service job bank system weekly.

MARDA client in Baltimore works for the city's Department of Parks and Recreation.

Ex-Addicts

The type and quality of linkages varied from city to city. Most projects reported cooperation from State vocational rehabilitation (VR) agencies in the area of client evaluation and testing, but budget constraints and recent VR emphasis on the severely physically handicapped as opposed to addicts and other "disadvantaged" groups resulted in little VR spending of case services funds on project clients. In Baltimore, however, VR paid for uniforms and union dues for several clients placed in apprenticeship programs.

Training slots with stipends were most available in Des Moines, where 17 clients were placed in CETA-funded training programs; several slots were also obtained from the Baltimore and Boston CETA programs. OIC, in the cities where it operated JOBS projects, made a generous number of no-stipend training slots available to program clients. However, according to JOBS evaluator Lee Koenigsberg, there were few takers. "Most clients of the job development projects were not interested in training, only money and jobs," he says. "Over 50 percent had had formal job training, and most of them regarded their past training experiences as lousy."

City public service jobs were a significant resource only in Baltimore, whose mayor, William Schaefer, had made a campaign issue of drug abuse treatment. Schaefer backed up his campaign promises by creating a cabinet-level Office of Drug Control and by setting aside 35 public service jobs for ex-addicts. The city then came up with an additional 20 job slots for ex-addicts at MARDA's request.

First Clients Were Not Ready for Jobs

One problem in the early stages of the projects was that drug treatment programs used the projects as a dumping ground for troublesome clients or, indiscriminately, as an ex-addict employment agency. These programs simply failed to recognize the need of the job development projects for motivated, job-ready clients in order to prove to employers that ex-addicts were a good employment risk.

Thus, much of the job developers' time and effort was diverted, particularly during their first 6 months of operation, to orienting and educating drug program staff in employability criteria and the characteristics and demands of the world of work, and assisting them to prepare and motivate their clients for jobseeking. Though not designed or staffed to do so, the job development projects ended up having to take on heavy counseling and vocational rehabilitation loads, which significantly detracted from their primary employer relations responsibilities.

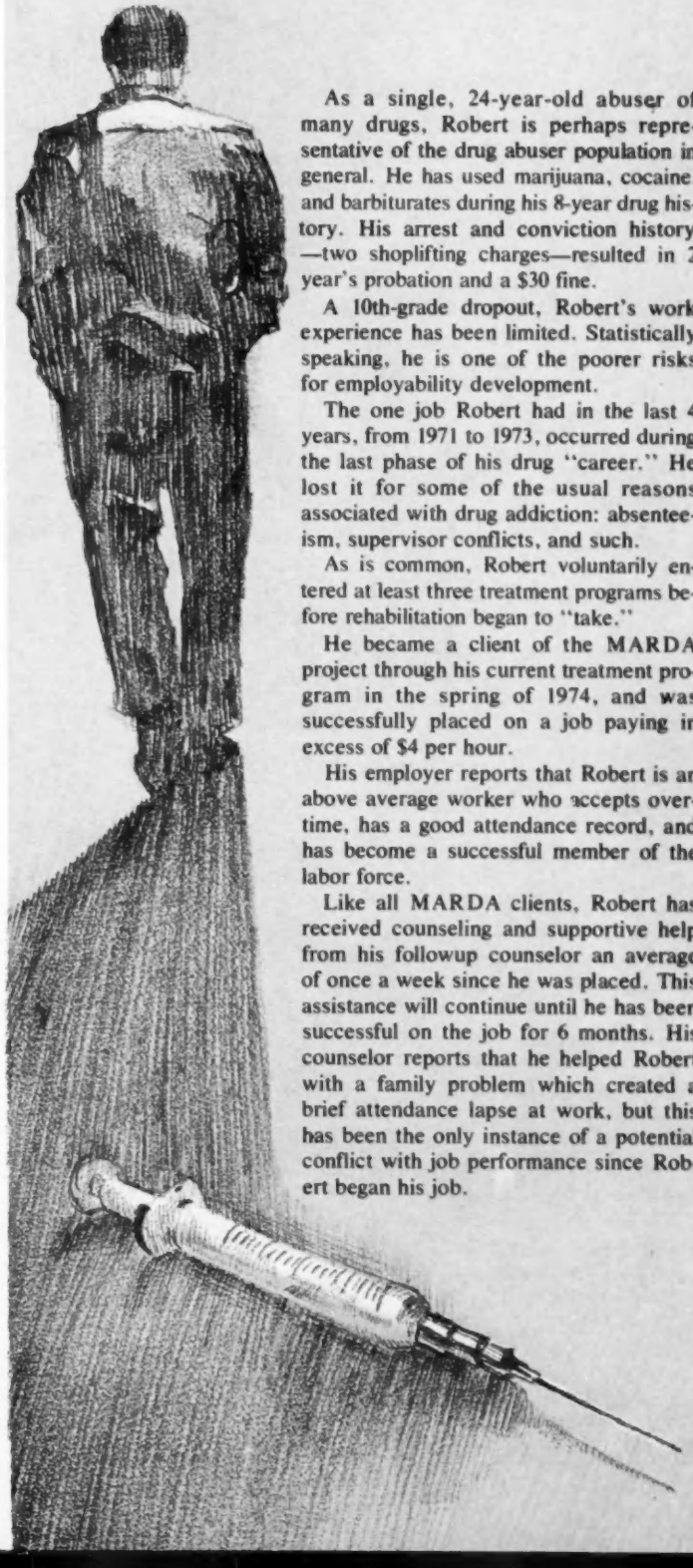
Various job development techniques were used. MARDA, for instance, had a design which called for establishing an employer advisory committee in both project cities. This technique worked in Des Moines but not in Baltimore. According to Baltimore project manager Bernie Roache, employers there feel that their proximity to Washington has caused them to be "programed to death," and they have become immune to pleas for assistance to special groups. In Des Moines, however, the committee directly assisted placement efforts by hiring clients into their own companies and by getting other major companies to make hiring commitments and to route vacancy lists and job announcements to MARDA on a continuing basis. Possession of this ready source of job vacancy information gave MARDA counselors credibility with clients, even when the available jobs were not suitable for the individuals concerned. Well-qualified clients, of course, benefited directly from the bank of referral opportunities.

Most projects dealt with employers by means of a three-step process. The first step involved obtaining leads to the most appropriate employers to contact. Most projects went to employer organizations such as the National Alliance of Businessmen and the Chamber of Commerce, and to community and public agencies such as the Urban League, OIC, Vocational Rehabilitation, and ES and CETA offices for leads and introductions.

The second step consisted of a formal visit, usually by the project's director, to a policymaking company official. At the initial meeting, the project's objectives and services were outlined and the company's participation requested. If the response was favorable, a project representative would request an introduction to the appropriate hiring officials. This assured that the favorable policy would filter down to the operating level officials with whom project job developers would have to work.

The third step consisted of regular phone or personal contacts by job developers with operating officials to keep abreast of current or expected vacancies and to schedule appointments for project clients. MARDA's usual practice was to bring several client profiles to an employer and discuss the candidates prior to referral. According to Roache, this gained credibility for the project since it paved the way for the client and allowed the employer some control over the referral process.

Followup counseling for 6 to 9 months was promised and delivered by most projects. According to Roache, followup counseling is most crucial during the first days and weeks



As a single, 24-year-old abuser of many drugs, Robert is perhaps representative of the drug abuser population in general. He has used marijuana, cocaine, and barbiturates during his 8-year drug history. His arrest and conviction history —two shoplifting charges—resulted in 2 year's probation and a $30 fine.

A 10th-grade dropout, Robert's work experience has been limited. Statistically speaking, he is one of the poorer risks for employability development.

The one job Robert had in the last 4 years, from 1971 to 1973, occurred during the last phase of his drug "career." He lost it for some of the usual reasons associated with drug addiction: absenteeism, supervisor conflicts, and such.

As is common, Robert voluntarily entered at least three treatment programs before rehabilitation began to "take."

He became a client of the MARDA project through his current treatment program in the spring of 1974, and was successfully placed on a job paying in excess of $4 per hour.

His employer reports that Robert is an above average worker who accepts overtime, has a good attendance record, and has become a successful member of the labor force.

Like all MARDA clients, Robert has received counseling and supportive help from his followup counselor an average of once a week since he was placed. This assistance will continue until he has been successful on the job for 6 months. His counselor reports that he helped Robert with a family problem which created a brief attendance lapse at work, but this has been the only instance of a potential conflict with job performance since Robert began his job.

James is outside the norm for the general MARDA population. He is in his mid-thirties rather than early or mid-twenties. He had a 20-year history of drug abuse rather than 2, 3, or 4. He is married, with four children, rather than single.

He does share some common characteristics. He is black, a ninth-grade dropout, and has limited job skills or experience. He is on methadone maintenance. He has "done time"—a total of 3½ years for two larceny convictions. And he has drifted from one treatment program to another during his 20-year dependency on heroin and cocaine.

Since getting out of jail in 1970, James has been able to find two jobs. One lasted 2 months, the other 4 months. As is typical in cases such as this, he got both jobs by lying, and lost both when it was discovered that he was under treatment for drug addiction.

Thanks to the efforts of MARDA, James has been working for the past several months. Furthermore, on his own, he has since found a low-paying part-time job to supplement his income.

Now that he has gained confidence in his ability to "make it," James wants to end his 2½-year dependence on methadone. But at this juncture, he has encountered an unexpected problem.

The general practice for getting off methadone maintenance, encouraged by Federal guidelines, is to undergo a 14-day detoxification—daily reductions in dosage to zero. Even though the failure rate is high, and though James felt he would best be "detoxed" over an extended period, his treatment counselor would only recommend a hospitalized 14-day detoxification.

However, James' counselor in the MARDA component brings a manpower perspective to the problem. Realizing that James' motivation to end the methadone treatment comes from a new self-confidence gained partly by his success on the job, and knowing that his income needs—and the requirements of his employer—would not allow 14 days of hospitalization at this time, the MARDA counselor has interceded with the treatment counselor on James' behalf.

James has now begun the long-term reduction in methadone maintenance levels which he hopes will lead to a complete freedom from drugs.

Ex-Addicts

after placement, which is when most terminations occur. MARDA counselors often meet their clients at the gate after their first day of work to help them deal with initial adjustment problems. Most employers prefer not to have counselors come to the worksite, so counseling may take place at the drug treatment center, where MARDA staff have regular hours, at lunch break, or over a beer after work. Home visits are encouraged to give counselors a feel for the personal and family life of their clients.

A puzzling phenomenon was that, despite better and longer followup counseling than is typical of most vocational or placement programs, the client retention rate was no better than that reported for ex-addict hiring programs that lacked followup counseling components, such as Washington's Emergency Employment Act Program, New York's Health Services Administration Program, and Baltimore's original hiring program for ex-addicts. One possible explanation is that agencies which hire groups of ex-addicts typically employ large numbers of other disadvantaged persons and, therefore, tend to have some sort of internal counseling support available.

Motivation Crucial to Job Success

Counseling is important, but not as important as motivation. Tom Keown, personnel director for the Maryland Port Administration and an employer cooperating with MARDA, says, "Success on a job depends on the motivation of the worker. The best counseling in the world can't keep someone on a job if the person is not committed to it."

The inescapable conclusion is that work motivation and attitudes need to be developed and assessed before placement if significantly improved employment outcomes are to be achieved with ex-addicts or any other disadvantaged group. A 20-minute paper-and-pencil questionnaire, validated on disadvantaged MDTA training participants and dropouts, is now available which accurately measures the "job readiness postures" of disadvantaged jobseekers. Used in conjunction with job readiness and skills training programs, the Vocational Opinion Index, as it is called, can help vocational staff determine when a client is ready for placement assistance by job placement programs.

Job development programs have a responsibility to employers as well as to clients, and need to weed out "bad apples" promptly when counseling intervention fails to produce improved performance. Such initiative by the program relieves the employer of an unpleasant task and usually leaves the door open for replacement referrals.

Roache described how MARDA improvised its "recall" policy after a bad experience with a client in Des Moines. A MARDA counselor had learned that a man he had placed at the *Des Moines Register and Tribune* had resumed abusing drugs and was beginning to slack up on his work. The counselor went to the worksite and told the client what the counselor had learned, upon which the client ran off to attack his supervisor. The counselor, who managed to get the client off the premises, then went to the employer, advised him to terminate the man, and asked him to allow MARDA to replace the man with another client. The strategy worked and an important employer contact was saved. Followup efforts were made to further assist the original client.

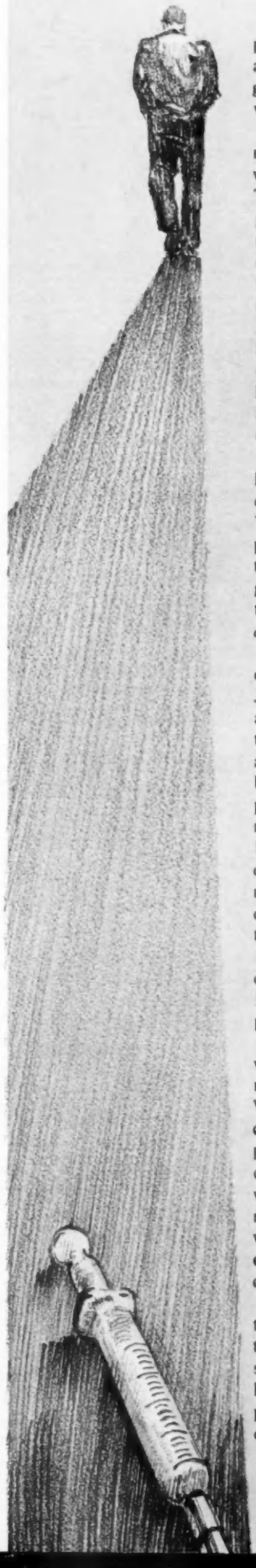
Outlook for Ex-Addict Projects Uncertain

The outlook for job development projects for ex-addicts is promising but uncertain. The JOBS projects in Boston, Chicago, Detroit, and Philadelphia have come to the end of their current funding, although part of Philadelphia's job development efforts will be continued by a NIDA-funded vocational rehabilitation project. MARDA's immediate future looks good, according to Roache. With a possibility of partial funding from the Department of Labor's Manpower Administration, and with strong mayoral support in Baltimore and private sector support in Des Moines, MARDA has secured tentative matching fund commitments from local sources. In Baltimore, the job development function is being incorporated into CETA, with MARDA retaining responsibility for screening, certification, and followup counseling. PACT, already in its third year of operation, has a contract with New York City's Addiction Services Agency to supplement funds contributed by its corporate and union supporters.

There is an old Chinese proverb that says: "Give a man a fish and he will be satisfied for a day. Teach him to fish and he will never go hungry."

My evaluation of the ex-addict job development projects, and my years of experience as a job developer, have led me to the conclusion that many times we provide transitory benefits but do little to help our clients achieve independence and competence in seeking and holding employment.

Various employment studies have shown that the majority of successful jobseekers, including disadvantaged persons, find work through friends, relatives, classified ads, or direct application to employers, not through community organizations, government employment services and training programs, private employment agencies, or unions. Some of these same studies



Twenty-nine years old, just out of prison, paroled to a urine surveillance/abstinence program, looking for a job, girl friend and wife both pregnant, limited work experience—John needed help.

After serving 4 years in prison for manslaughter, he had been paroled and was referred for assistance to MARDA. The MARDA team placed him on a good job in the private sector paying upwards of $4.25 an hour in a matter of days. Placement on a job was a step in the right direction. However, more problems complicated John's life. Pressure resulting from the breakup of his marriage to his pregnant wife and the financial strain of setting up a household with his unemployed pregnant girl friend, apparently contributed to his return to drugs as a release and an outlet.

He began missing appointments with his parole officer because he knew his drug use would show up in urine tests. The parole officer threatened to start the parole violation process to send him back to prison. Surprisingly, John maintained a good work record during this time, so that was one of the few areas where he *didn't* have a problem!

Because his MARDA counselor had established a good rapport with him, John felt safe in talking out his problems and his return to drug use. They decided that since he used drugs while in prison and was using drugs currently, he would be better able to stay on the job, out of prison, and crime free if he were being maintained on methadone. (MARDA, as a U.S. Department of Labor-funded project, does not take a position on the relative merits of methadone as opposed to any other form of drug treatment, since this is the province of the National Institute on Drug Abuse. The forms of drug treatment occur in the same proportion among MARDA clients as among drug treatment program clients in general.)

John's parole officer did not agree and would not assist him in transferring to a methadone maintenance drug program. When asked for help, John's MARDA counselor set up a meeting with the parole officer and the client. The counselor convinced the parole officer that MARDA would assist John in enrolling in a methadone program if the parole officer would not initiate the parole violation process during this interim period. The parole officer agreed.

MARDA made arrangements for John to enroll in a methadone program. To this date, a year later, John has been successful with maintaining a new family life, his job, his relationship with his parole officer, and his commitments under the new drug program.

show that minority group members are only half as successful as whites in getting jobs through word-of-mouth recommendation and only a third as successful as whites in getting jobs through newspaper ads, and that they tend to turn to public and community jobfinding institutions, even those with a poor placement record.

Attempts to Teach Jobhunting Skills

For these reasons I think we should give more thought to teaching disadvantaged persons how to widen their network of contacts and to get onto and successfully use that "inside track" most employed people use to get their jobs.

Here are a few noteworthy examples of attempts to perform this task:

- A pilot motivational group-training program in jobfinding conducted by the New Jersey Division of Employment Services resulted in 55 percent of hard-core unemployed participants finding their own jobs within 13 weeks, compared with 16 percent of a control group. The course taught clients to analyze their past achievements and skills and relate them to available jobs, presented information on sources of jobs, and provided extensive role playing of job interview and employee-supervisor situations.
- Group training in jobfinding has had excellent results with parolees just coming out of penitentiaries in Ohio. According to Michael Rist of the Ohio Parole Authority, who conducted a pilot program in Columbus, 71 percent of participants found jobs as a result of the program; 86 percent of participants were in satisfactory parole status a year later. The program has been extended to about eight Ohio cities and is being considered for designation as a national model by the Law Enforcement Assistance Administration.
- Milton Gordon, placement counselor and developer and leader of a job-readiness training program for Baltimore's Addiction Referral and Counseling Center, reports that 77 percent of the clients who participated in job-readiness training and were placed remained on their jobs 6 months or longer, compared with 26 percent who were placed without such training.
- Tom Flood, support service coordinator of Wildcat Services Corporation, transitional employer of 1,500 ex-addicts and ex-offenders in New York, reported "sensational" improvements in job interview performance among Wildcat employees trained by a Columbia University group using role playing and audiovisual aids.
- The use of vouchers by inmates of correctional institutions in fulfilling rehabilitation "contracts" is described in "MAP to Parole," an article in the April 1975 issue of MANPOWER. This program and similar programs foster the independence of disadvantaged persons by allowing them to find and negotiate their own training and job opportunities.
- In Seattle, the ACTION-sponsored Program for Local Service (PLS) offered youth the opportunity to select and participate in a local volunteer service program. Participants were issued vouchers, redeemable for subsistence stipends and fringe benefits, and were informed about ways of finding and negotiating their own 1-year service opportunity with local public and nonprofit agency sponsors. Five months after completing their year of service, 42 percent of PLS graduates were employed full time and 16 percent were in school full time. Another 15 percent were working or going to school part time. Of those employed, 37 percent found jobs with their previous PLS sponsors; 49 percent were working in social action type work.

The ex-addict job development projects accomplished their objective of demonstrating the employability of rehabilitated addicts and breaking down some of the institutional barriers these addicts face in seeking jobs. The viability of the policy of honesty with employers and supervisors was established and some 500 ex-addicts got a chance at a good job for once in their lives. How long-lasting the gains will be after the projects are phased out is anybody's guess.

The projects were handicapped by getting underway at a time when unemployment was high and rising, but also by a shortage of motivated, skilled, job-ready clients to refer to some of the openings they did have.

Projects Should Be Continued

There is every reason to continue funding high-powered job development projects with access to corporate boardrooms, provided that other rehabilitation and training projects are funded to supply them with self-motivated, applicants actively looking for jobs. Too often, employers readily promise cooperation to job developers, knowing full well from past experience that they rarely have large numbers of qualified persons on hand to refer.

Hugh Ward, a member of New York's Drug Abuse Control Commission and a pioneer among ex-addict job developers, concluded his presentation at the December meeting of the American Congress on Alcohol and Drug Problems by stating, "We must devote more of our time and attention to equipping clients to cope for themselves."

I couldn't agree with him more. By doing this, and by making the most of our current efforts, we will be helping more ex-addicts to occupy productive places in the world of work. □

Book Reviews

Primer for Planners

Manpower Planning for Local Labor Markets

by Garth Mangum and David Snedeker

Olympus Publishing Co., Salt Lake City, Utah, 1974. 335 pages. $8.95.

The implementation of CETA and the downward spiraling economy have focused national attention and hopes for salvation on a new kind of bureaucrat and his tool kit—the manpower planner with his CETA allocation. To say that neither the planner nor his allocation is quite equal to the challenge is not a derogatory assessment but a realistic one. At this stage of development, manpower planning is better classified as primitive art than as science, and the tools and resources at hand are gestures rather than national commitments.

In recognition of these realities, Garth Mangum and David Snedeker have developed *Manpower Planning for Local Labor Markets*, a primer for manpower planners that should do much to bridge the gap between art and science. Written clearly and with great understanding of manpower planning tasks ranging from local data analysis to gaining political support, this book deserves careful attention.

Communities throughout the country are now seeing the development of "instant" manpower planners. Indeed, a significant portion of costs charged to CETA administration more appropriately might be charged to training, since a massive on-the-job training program is now underway for planners themselves. And inasmuch as training is generally a self-help or do-it-yourself project, *Manpower Planning for Local Labor Markets* is a timely, useful, and valuable desk-side training manual.

The book's emphasis is on techniques for making detailed analyses of the local population and of local occupational trends. Unfortunately, these techniques demand a degree of specificity that may be impossible to achieve, particularly in large complex urban areas. Moreover, the usefulness of such detailed data may legitimately be questioned, since available resources often reach only 1 percent of determined needs. Nevertheless, the analytical methodologies described are interesting and are certainly valuable as baseline learning techniques for every manpower office.

Mangum and Snedeker demonstrate their considerable knowledge and experience as they lead the planner from analysis of data to program planning based on such data or, as they call it, *Development of a Local Manpower Policy*. They are savvy enough to indicate strongly that for planners to accomplish their goals, they must sharpen both their bureaucratic and their technical skills.

"The astute planner must make the study of his or her bureaucratic environment, its decisionmaking mechanisms and institutions, and the cultivation of the confidence and respect (if not friendship) of its leadership a prime professional activity at least on a par with his or her technical competence. In many ways, more important than the plan is the planning process. . . . At least as much effort should go into laying the bureaucratic foundations necessary to implement a proposal for changes as was allocated to developing the technical proposal. . . ."

Earlier the authors describe planners as "one part economist, one part demographer, and one part soothsayer." Planners who read *Manpower Planning for Local Labor Markets* carefully can learn sound techniques for developing their skills and improving their performance in all three roles.

In the short run, such improvement can pay off in manpower activities accurately sensitized to local needs. In the long run, improved local planning can reinforce and enlarge the concept of decentralization and decategorization by expanding local decisionmaking capabilities.

Marion W. Pines

Good Beginning

Manpower in Homebuilding: A Preliminary Analysis

by Howard G. Foster

Wharton School of Finance and Commerce, University of Pennsylvania, Philadelphia, 1974. 184 pages. $6.95.

This study, an earlier version of which was prepared under a Manpower Administration grant, examines and evaluates the functioning of the labor market in the largely nonunion sector engaged in building single-family houses, a portion of the construction industry often ignored by manpower specialists. Foster focuses on four key issues: The labor market's adjustment to seasonal instability in the industry, methods of manpower training and development, the recruitment and hiring process, and the structure of wages and benefits in the industry. In addition to data from government sources and the National Association of Home Builders (NAHB), the author relies mainly on information obtained in interviews with 89 residential employers in Erie County, N.Y.

Foster finds that although seasonal fluctuations are at least as great in homebuilding as in the remainder of construction, seasonal unemployment is somewhat less severe in homebuilding. The explanation for this apparent anomaly is that the peak-season work force of the typical residential employer includes a larger proportion of students and other part-year workers. Regular homebuilding employees are therefore "subject to fewer and shorter spells of unemployment in the off-season." The flexibility a homebuilder enjoys in varying the size of his work force is due in large measure to the absence of unions.

Formal training is virtually nonexistent in the industry, except for a few programs organized under the auspices of the NAHB. "For the most part, skills are acquired informally and haphazardly through experience on the job," Foster says. Recruitment also is conducted largely through informal channels, with the "grapevine" serving as the major conduit for labor market information. The majority of employers interviewed expressed an interest in having a more structured job-matching system. However, some industry spokesmen were opposed to the idea of a centralized information exchange because of the fear that such a system might facilitate unionization of the workers.

Foster estimates that wages in nonunionized homebuilding are at least 50 percent below those in the unionized sectors of construction. Differences in compensation appear even greater when fringe benefits are taken into account, as the proportion of compensation paid in forms other than wages is a great deal smaller in the nonunion residential sector.

The concluding chapter discusses the implications of the study's findings for minority employment. On the positive side is the absence of unions as potential agents of discrimination. The author points out, however, that employers who rely on informal recruitment methods also may practice discrimination.

On the negative side, new housing construction in most metropolitan areas is concentrated in the suburbs, while black workers live mainly in the central cities. Also, because most firms in the industry are small and the industry is nonunionized, homebuilding is not a very likely target for governmental efforts to promote equal opportunity.

Foster acknowledges the chief limitations of his analysis: The available data often are insufficiently detailed to permit definitive conclusions, his information was gathered only from employers and not from workers, and homebuilding in Erie County may not be representative of the industry nationally. As a preliminary analysis, however, this book is a laudable effort, and one which fosters the hope that the author will provide us with the results of further research on the subject in future works.

Edward Steinberg

Marion Pines is director of the Baltimore Mayor's Office of Manpower Resources and administrator of the Baltimore Metropolitan Manpower Consortium.

Edward Steinberg is a social science research analyst with the Social Security Administration.

Madison Hasn't Surrendered

by B. Kimball Baker

Study of a Small Town In the Mississippi Delta Questions the Myth That Poverty Means Resignation

Many observers of groups of people living in poverty have spoken of a "culture of poverty"—a culture where individuals feel helpless and inferior, have little ability to defer gratification and to plan for the future, and fatalistically believe that events are determined by chance or by other individuals and not by their own behavior. If such a culture exists, the ability of people within it to get and hold jobs would be adversely affected, and there would be little hope of successful solution.

A recent study[1] of socioeconomic factors affecting employment in Madison, Ark., a primarily low-income black community of about 1,000 in the Mississippi Delta, showed these characteristics to be present to a much lesser degree than in many "culture of poverty" models. Rather, the study concluded that the major deterrents to getting and holding jobs were such basics as lack of transportation and unsatisfactory work environments.

The study is one of six closely related studies designed to consider employability of rural labor, the impact of industry, and social adjustments in the Mississippi Delta and the Ozarks. These studies were conducted by the University of Arkansas Agricultural Experiment Station with support from the Ford Foundation and the U.S. Department of Agriculture.

Some of the impetus for the Madison study came from area industrial firms disturbed by high personnel turnover and low production rates. Impetus also came from a realization of the need for more information about the potential of the rural labor force to help implement economic development.

In many rural areas of the United States, the movement away from agriculture has left farmworkers jobless and poorly prepared to cope with the problems of living in a more industrialized society. The study is one effort to help policymakers devise effective programs to improve the real incomes and quality of life of these displaced persons, and to help fully develop human resources in rural areas.

The study of Madison residents called upon the insights of agricultural economics, rural sociology, psychology, anthropology, and business management. Information was obtained primarily through a standardized interview questionnaire designed to obtain social, economic, attitudinal, and employment-related information. Interviews were conducted between June and August 1971. Each questionnaire requested data about the individual as well as the household. (A preliminary form of the questionnaire was pretested in Madison prior to the general survey.) Every respondent was either the head or the homemaker of a household, and an attempt was made to conduct an interview in all of the 257 households in Madison—192 black, 64

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[1] "Social and Labor Adjustment of Rural Black Americans in the Mississippi Delta" is available free from the U.S. Department of Agriculture, Economic Research Service, Room 0054, South Building, Washington, D.C. 20250.

Madison

white, and one Mexican American. Only two households refused.

Madison is an agriculturally based community 5 miles east of Forrest City, Ark., and 25 miles west of Memphis, Tenn. Forrest City and Memphis are important to Madison residents because of the employment opportunities in those cities.

The population of St. Francis County, in which Madison is located, remained fairly stable between 1960 and 1970. There was a slight overall decline—7.5 percent—and the decline among blacks was 22 percent; but a high rate of outmigration is characteristic of traditionally agricultural northeastern Arkansas. What did not remain fairly stable was the nature of employment. Workers in manufacturing increased 130 percent while workers in agriculture declined 63 percent. The six major manufacturing firms which entered the county in the 1960's employed 26 percent of its labor force by 1970.

In that year, 75 percent of the households in Madison were classified as being in poverty. The mean household income of the poverty group, which averaged 6.3 members per family, was $2,591. This compares with a mean household income for the nonpoverty group, which averaged 4.9 members per family, of $8,782. For the two groups combined, mean household income was $4,209 and average family size was 5.9.

The mean household income for whites was $6,257; that for blacks, $3,264. The study attributed much of this difference to the lower rate of employment for blacks—33 percent of whites aged 16 or above were employed full time compared with 20 percent of blacks in that age bracket.

Although the educational level of Madison's young people is increasing, about 51 percent of the study's respondents had completed fewer than 9 years of schooling. The mean educational level of blacks and whites was about the same. Twenty-six percent of the heads of poverty households had less than 5 years of formal education, compared with only 7 percent of nonpoverty household heads. The low educational level of the general population has made it harder for employers to find fully qualified workers for the jobs created by the shift from agricultural to industrial employment. Many respondents indicated a willingness to take special training to increase employability.

The study attributes some of the economic difficulty of Madison residents to the large number of the very young and the very old. Owing to a high birth rate, the proportion of youth who have not reached working age is substantial—half the blacks residing in Madison and 37 percent of the whites were under 20 years of age in 1970. The mean age of heads of poverty households was 57; that of nonpoverty households, 41.

Who's in Control?

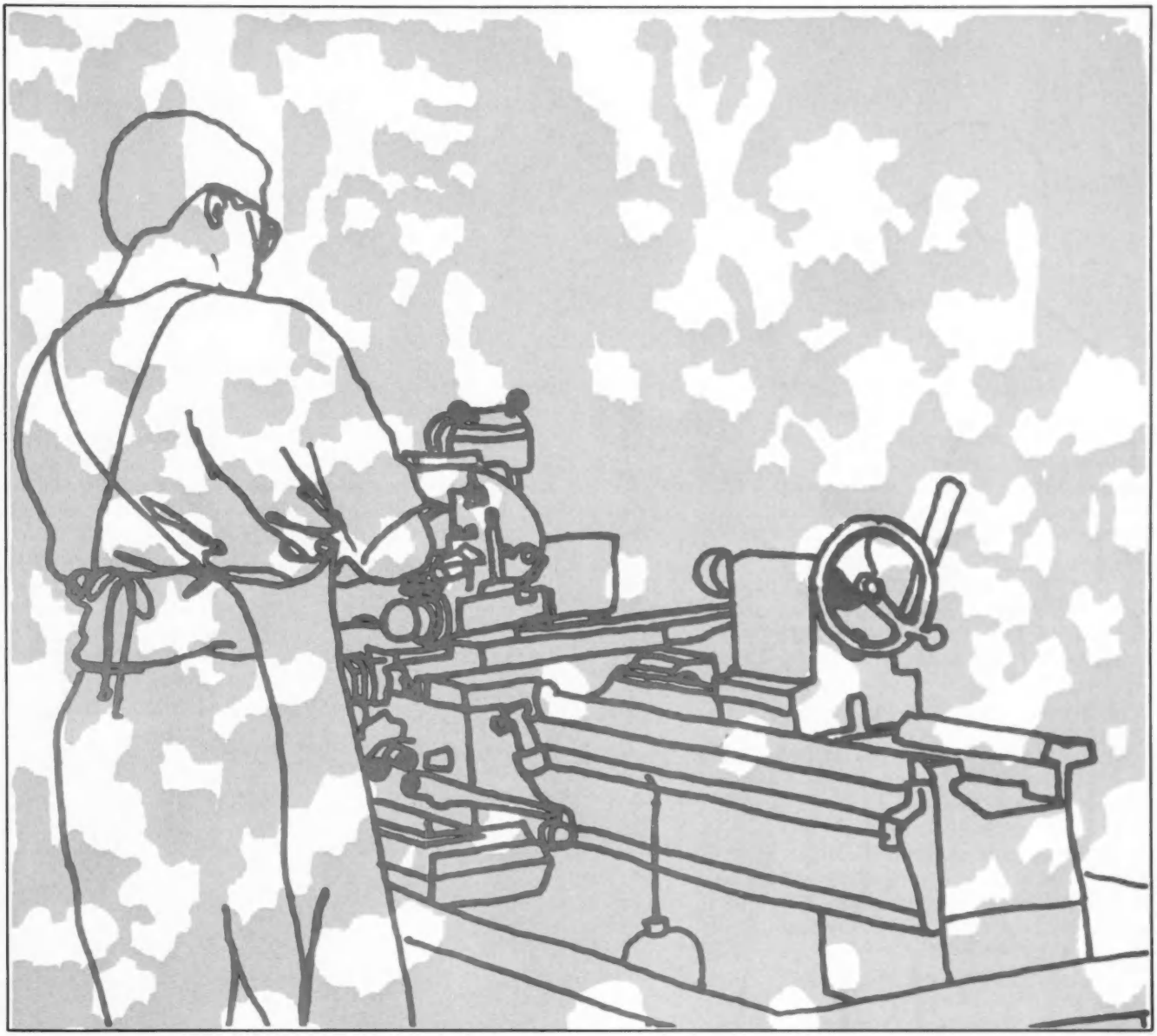
The findings which cast the most doubt on much "culture of poverty" thinking are those showing the degrees to which Madison residents are externally controlled—that is, perceive events to be the result of luck, chance, fate, or the behavior of others—or internally controlled—perceiving events to be contingent upon their own behavior. The instrument used to test these degrees was Julian B. Rotter's Internal-External (I-E) Control Scale, which has been tested extensively in a number of social learning situations.

Here it was hypothesized that blacks and individuals in the lower strata of the socioeconomic hierarchy would be more externally controlled than whites and/or individuals occupying a more favorable position. External control would be an expected orientation for blacks, both because of racial discrimination, which serves to limit opportunities for achievement, and because individuals who experience failure frequently turn to fatalism as a way of explaining their problem.

The study interviews elicited responses to statements on Rotter's I-E Scale which the study's researchers thought were relevant to their task. The statements are:

- "If you've got ability you can always get a good job."
- "Working hard and steady is the way to get ahead in a job."
- "What's happened to me has been my own doing."
- "It's better to put money aside to have when you really need it."
- "It's easy to have friends; a person just needs to try to be friendly."
- "I prefer to have things all planned in advance."
- "I don't spend much time thinking about the past."
- "Racial and religious prejudice will always be with us."
- "I've got plenty of time; I don't mind waiting."
- "Live in the present, the future will take care of itself."
- "If the breaks are against you, you can get into trouble."
- "You need the right breaks for a marriage to succeed."
- "The way one's life turns out is completely in God's hands."
- "There's not much the average person can do about how the government runs."

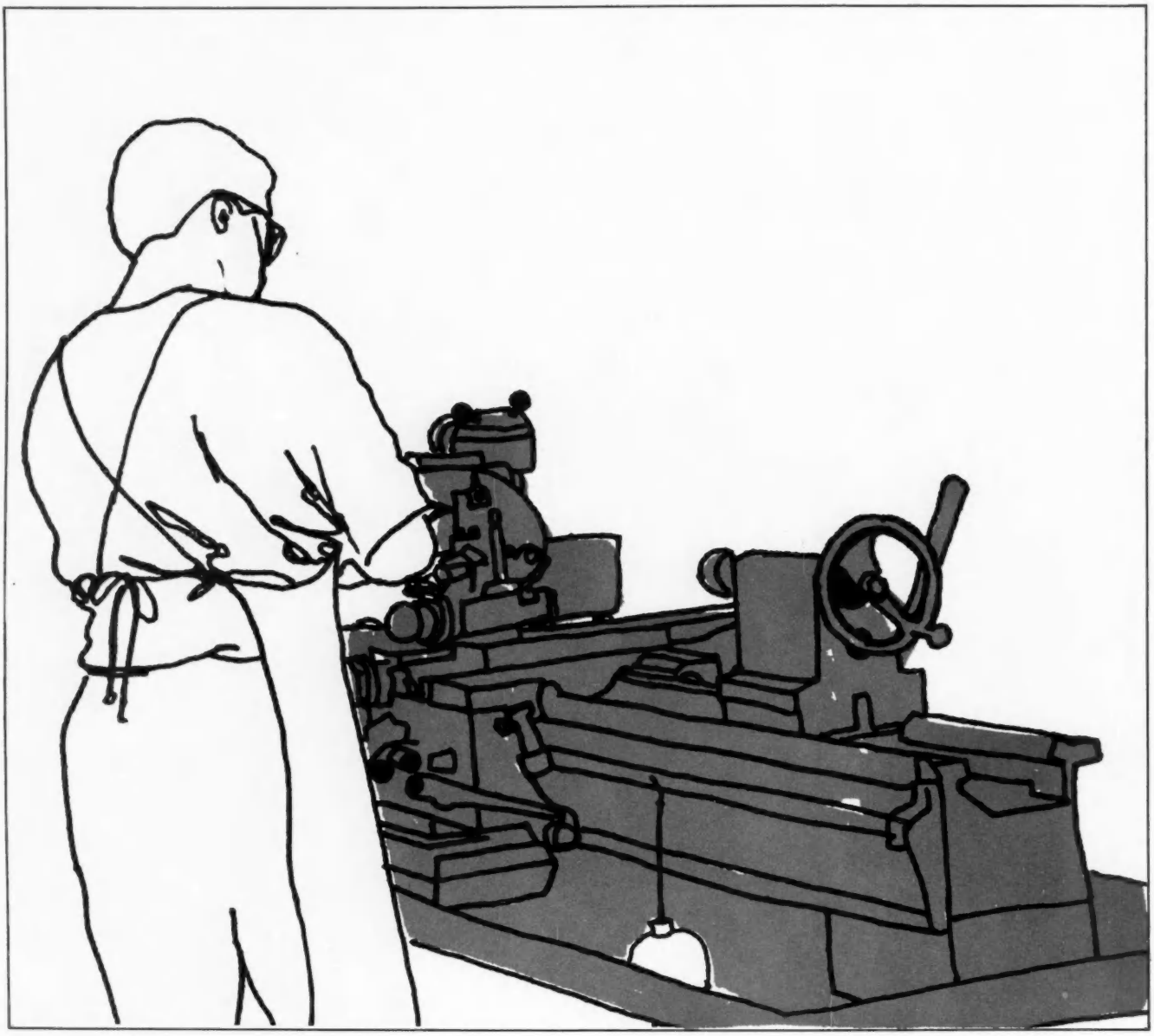
These statements were weighted in accordance with the extent to which they helped determine whether Madison's residents are internally or externally controlled.



Among the findings: Contrary to expectations, white males were more externally controlled than black males, and females—both black and white—more internally controlled than males. Females tended to plan more for the future, to believe more in the desirability of saving money, and to maintain more that events which had occurred in their lives were largely the result of their own actions and behavior. The study's researchers believe that the socioeconomic structure of the United States and the socioeconomic realities of Delta life operate most to the advantage of white males and least to the advantage of black females; but the study's white male respondents were the most externally controlled, and its black female respondents the most internally controlled.

Another finding here is that while younger age groups, as expected, are more internally controlled than older age groups, young blacks are more internally controlled than young whites, which contradicts the research hypothesis. The study suggests that this finding may be due to the greater positive degree of change in living conditions and standards for young blacks, for whom employment opportunities and upward mobility have increased markedly in recent years.

In terms of income, lower income groups—both black and white—were more externally controlled than higher income groups. However, whites whose household incomes exceeded $9,000 were less internally controlled than whites in the $6,001-$9,000 income range and than blacks whose household incomes exceeded $9,000. In fact, those blacks were the most internally controlled of all income groups.



Madison

Internal control increased with additional years of formal education for both blacks and whites. In the black populations, persons who had completed more than 11 years of schooling were most internally controlled. In the white population, those with 7 to 11 years of formal education were most internally controlled.

Another noteworthy finding in the study has to do with the extent to which Madison residents tolerate behavior which does not conform to their norms. Some observers of groups of people living in poverty have hypothesized that such behavior as failure to work steadily, pay debts, maintain a conventional family organization, and abstain from heavy drinking would not be viewed as negatively among these people as among higher status groups. According to this hypothesis, where adequate jobs are not available, where paying debts interferes with providing family necessities, and where unconventional family arrangements develop from economic necessity, nonconformist behavior, while it will not be valued, will certainly not be condemned. The hypothesis is a corollary of "culture of poverty" theories.

The hypothesis was not supported; tolerance of nonconformist behavior appeared largely unrelated to income variables. Nor was it related to education or race. As a measure of social and labor adjustment, the determination of degrees of tolerance was the least useful technique in the study for accounting for differences among Madison residents.

A major hypothesis of the study was that a disadvantaged position in society would be likely to have adverse effects upon employment participation and adjustment. The researchers expected to find that individuals or groups whose

educational level, race, sex, health status, degree of access to transportation or job information, or attitudes were handicaps in getting or holding jobs would have a low potential for job satisfaction. Because it is customary for retirement from active employment to begin at about 60 years of age, measurements to test this hypothesis were used only with respondents aged 60 and under.

The study's measurement of job satisfaction took into account both objective and subjective deterrents to employment. Objective deterrents included such things as lack of transportation, health problems, unfavorable present employment status, lack of job training, and lack of access to information about job opportunities. Among the subjective deterrents were unwillingness to look for a job, to work if employment were offered, or to move or commute to obtain work; and unfavorable attitudes toward previous employment.

The study hypothesized that the job satisfaction potential of Madison's blacks would be uniformly lower than that of whites within comparable income, age, education, and welfare categories. This hypothesis was not supported. For one of the study's four income groupings—those in occupations yielding total yearly household take-home income in excess of $6,000—blacks tended to have a greater potential for employment satisfaction than did their white counterparts. This was also true for those off welfare and for those between 17 and 30 years of age.

These findings have important policy implications for future planning. For instance, the popular idea that poor people or particular groups of poor people—young blacks, for instance—will refuse to work even if employment opportunities are available was not borne out in Madison. The study indicated that increased employment opportunities to achieve moderate income levels increased potential for job satisfaction. And from their statements, young blacks—and the blacks from middle-income households mentioned above—were more willing to work and to move or commute to find employment, and held better images of work, than comparable whites.

The major objective deterrents to employment were lack of transportation and insufficient employment opportunities. Many respondents expressed dissatisfaction with employment opportunities in the area; and although they did not wish to move elsewhere, they indicated that the lack of jobs was likely to force such action. The lack of transportation was so severe that 64 percent of those in poverty households reported that they had no means of getting to work, although major industries are located within 5 to 25 miles of Madison. Three to 5 percent of the respondents with cars reported that the conditions of their vehicles had often caused them to miss work during the previous year.

No Car, No Job

The study reported that one young man had completed an employment training program at a local vocational school and had been offered employment at a factory some 20 miles from his home. Unable to find public or other transportation, he sought to buy an old model car, maintaining that he could not afford a newer model. However, banks, as a matter of general policy, find it undesirable to finance older autos. Car dealers, too, are greatly concerned about the credit ratings of low-income customers. Thus, no bank or car dealer made the loan. The man was, therefore, forced to reject the factory job.

The study recommends several solutions. It suggests transportation alternatives such as small buses financed partly by cooperating industrial firms, guaranteed loans for persons who have proof of a job and can show need for a car, and State assistance to low-income rural workers who cannot afford automobile insurance. To improve work environment, the study suggests that future job programs in the Delta provide instruction in basic educational and technical skills and attract trainees by granting income allowances during the training period. The study also emphasizes the need for more occupational counseling and job diversification.

The degree to which the study's findings can be generalized to the population of the rural South is unclear. The researchers maintain that a number of the characteristics of Madison's population are conditioned by the town's demographic, social, economic, and political variables. Many other southern rural communities have much higher outmigration rates and considerably fewer opportunities for employment and political participation than Madison (in Madison, efforts to increase black participation in the political process have been highly successful; the town's black mayor and black city councilmen are very responsive to citizen needs); and more information is needed on how these variables affect behavior, socioeconomic status, and attitudes.

However, the study maintains that although Madison is not necessarily typical of the rural South, it may provide a model for predicting behavioral and attitudinal patterns in other small southern communities where income levels are rising, employment opportunities in industry are increasing, and blacks are gaining political power and social status. □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries Division, Manpower Administration, U.S. Department of Labor, Room 10225, 601 D Street NW., Washington, D.C. 20213. Requests for copies of other free publications listed should be sent directly to the address given in the specific listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write to the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, or the specified address given, and enclose payment.

National Apprenticeship and Training Standards

Manpower Administration booklets set forth national apprenticeship and training standards developed for various industries to help employers and labor representatives establish, improve, and conduct local apprenticeship programs. New booklets cover standards for

Graphic Arts.
Builders and Contractors,
Bakers,
Automotive Machinists.

1975 Manpower Report of the President

A 349-page report combines in a single volume the Department of Labor's annual review of manpower requirements, resources, utilization, and training; the Department of Health, Education, and Welfare's annual report on manpower program coordination; and the Secretary of Labor's annual report on Veterans Employment Services Discusses the 1974 employment and unemployment record; assesses the value of public service employment programs undertaken since the 1930's; explores special problems that inhibit full integration of women's work and home responsibilities; describes activities of State and local government units under the Comprehensive Employment and Training Act; reviews Federal activities connected with unemployment insurance, the employment service, and the Work Incentive Program; and gives an interim report on recent efforts to measure employment impact of changes in Federal policy and procurement levels. $4.20.

Abstracts of Seven Doctoral Dissertations Completed Under Manpower Administration Research Grants

Second collection of doctoral dissertations completed under research grants from the Manpower Administration. Contains abstracts from such dissertations completed during fiscal years 1972 and 1973. Specify Manpower Monograph No. 34. $1.45.

Basic Education in Manpower Programs: The R&D Experience

Report relates experiences of Manpower Administration contractors in providing adult basic education to manpower program clients. Covers research and demonstration projects from initial efforts set up under the Manpower Development and Training Act of 1962 to those still operating under the Comprehensive Employment and Training Act of 1973. Summarizes findings of several experimental projects and progress which has been made. Points to many unresolved problems and the need for further research to document teaching techniques, materials, and environments that work best for particular kinds of clients. It is offered as a guide to program managers faced with supplying adult basic education services and to researchers striving to add to the fund of knowledge. Specify Manpower Research Monograph No. 38. $1.15.

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A Public Health Service booklet presents a compilation of selected data on representation of racial/ethnic minority groups and women in the health fields. Includes data on applicants and students in health occupation training programs as well as on workers in health occupations. Report is divided into two parts. First contains a series of summary tables showing current numbers of minorities and women in the above groups. Second section contains trend data for individual health professions and occupations and for the enrollment of minorities and women in health occupations schools. Brief text describes each table's highlights. Designate DHEW Publication No. (HRA) 75–22. Available from Public Health Service, Bureau of Health Resources Development, Building 31, Room 5B63, Bethesda, Md. 20014.

Expanding Opportunities . . . Women in the Federal Government

U.S. Civil Service Commission pamphlet contains information about women in the Federal service and the opportunities available to them in such vocations as engineering, aviation, law, and science. Also lists addresses and telephone numbers of the Federal Job Information Centers throughout the Nation. 40 cents.

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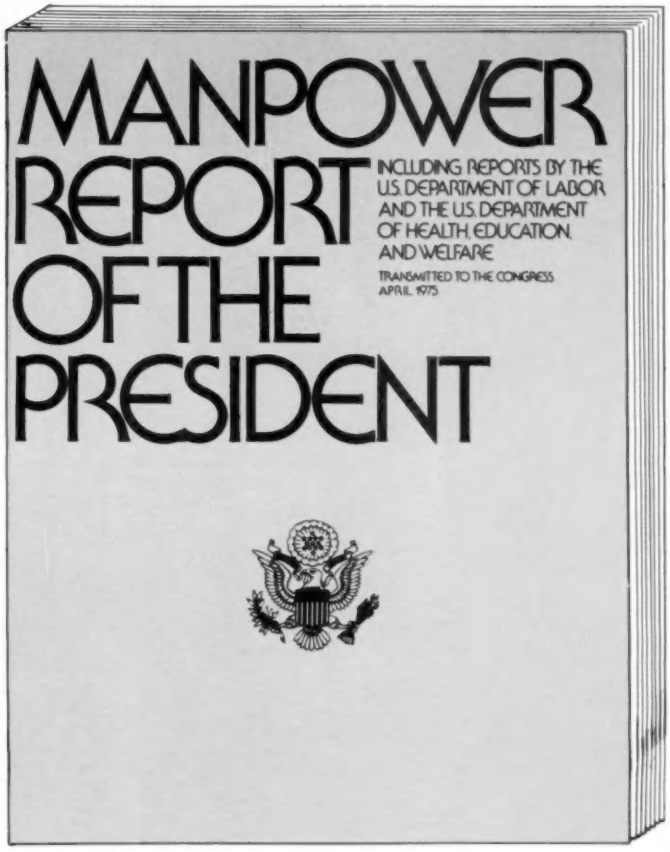

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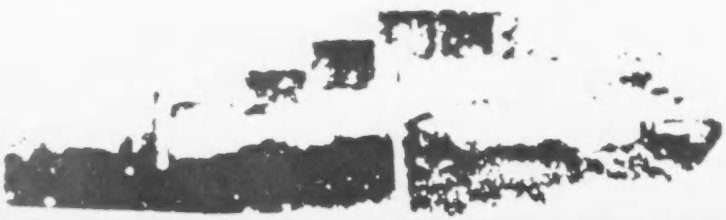
In the past 2 years, a group o affiliated volunteers in Washin has transformed the Ritz and a dilapidated inner-city apartmen into clean and pleasant structures. Now, construction workers from a CETA program are helping the same group renovate another decrepit building. Details begin on page 14 of this issue.